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ABSTRACT

This theme issue contains 10 articles related to core issues of the World Summit for Social Development in Copenhagen in March 1995. "Social Summit, People, and Education" (Om Shrivastava) addresses the summit's focuses: elimination of poverty, reduction of unemployment, and social integration. "Education for All by the Year 2000" (T. M. Sakya) considers problems of and prospects for basic education. "Challenge of Literacy in Bangladesh" (A. K. M. Anisur Rahman) considers the success of literacy efforts and literacy as a prerequisite for development. "Total Literacy Campaign in Lalmonirhat, Bangladesh" (Kazi Farid Ahammed) describes objectives, motivation, financing, implementation, evaluation, and future plans. "National Policy on Basic Education and Literacy in Bhutan" (Phintsho Chhoden et al.) discusses the organization responsible for literacy programs, strategies and materials, and program strengths and weaknesses. "Strategies on Education for All" (Lalita Ramdas) offers reflections on creating an environment for learning. A special focus is North India. "Literacy Campaign Approach in India" (R. S. Mathur) reports progress of the National Literacy Mission. "Literacy: A Story of Success" (Felix N. Sugirtharaj) focuses on the influence of Freire and relevance of conscientization in a literacy campaign. "Towards Education for All in Nepal by the Year 2000" (Shivraj Lohani) focuses on nonformal education. "Literacy Situation in Pakistan" (Abdul Ghafoor) describes the goals and organizational structure of literacy education, national literacy program, projects, and strategies and materials. (YLB)

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ASPBAE COURIER No. 58

JUNE 1994

SOCIAL SUMMIT 1995: PUTTING LITERACY ON THE AGENDA

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Asian-South Pacific Bureau of Adult Education
Colombo, Sri Lanka.

ASPBAE Publication Policy

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SOCIAL SUMMIT, PEOPLE AND EDUCATION

The World Summit for Social Development in March 1995 at Copenhagen is a timely international meeting which is putting priorities in terms of people and environment. In the past the dominant economic order has forced a growth model which has emphasised economic advancement at the cost of people and environment. The three core issues of "reduction and elimination of wide spread poverty", "productive employment and the reduction of unemployment", and "social integration" can only be tackled with full and effective participation of the people in the life and governance of their community, ensuring equity and social justice, fostering cultural identity and pluralism as well as targetting the structural causes of poverty instead of blaming the poor people.

The Asian reality at this junction is a mix of wealth and poverty-wealth in terms of more than half of humanity, rich diversity, great religions, extremely diverse and enduring, indigenous cultures and communication, traditions, and on the other hand its share of poverty - 800 million of the world's 1.2 billion poorest, increasing ethnic conflicts, crime and violence, graft and corruption in high places, over consumption and monopoly of resources and decisions by a few, all contributing to the disintegration of social values and cohesion.

For Social Summit, the Asian Agenda as put forth by Asia-Pacific NGO Conference aptly brings out that for elimination of poverty and creating social integration, the principle has to be that the growth must be subordinated to people and environment because due to present development model we have with us "devastated societies and living environments, shattered dreams, civil conflicts and violence, profoundly damaged cultures, intensifying border wars, a legacy of waste of human potentials, altogether, producing a paralysing effect on our capacity to deal with the present and future problems and challenges".

"People at the centre" of the development paradigm demands democratic people's participation giving them their legitimate right to use power and resources to meet their needs and aspirations. The underlying principle for the success of such a paradigm is people's critical understanding of their reality and the change processes. This can help in controlling the power and resources to build a society on the principle of "people and nature first".

The programme of Action for Social Summit has to address these issues, and provide concrete steps. These may include access to critical education which may ensure self esteem, self-respect and foster self development; strengthen civil society for greater social, economic and political participation; improve access to training and resources to enable sustainable development of new skills and enterprises; and empower people to pursue their own needs and aspirations in harmony with others.

ASPBAE sees its role in putting education, particularly popular education, on the agenda of the Social Summit. It supports, through networking, training, research and advocacy, peoples' efforts in the Asian region to liberate themselves from poverty, illiteracy, ignorance and oppression. We believe that the Social Summit has to take the issue of illiteracy and ignorance equally as that of poverty. The people-centred and people-controlled economic growth model is the demand of the decade of 90's and Social Summit can provide such a direction.

OM SHRIVASTAVA
Guest Editor.

EDUCATION FOR ALL BY THE YEAR 2000: PROBLEMS AND PROSPECTS*

T. M. SAKYA

Introduction

To-day the world is witnessing tremendous change. But the balance sheet of the change presents a mixed picture in Asia and the Pacific. On one side we see vigorous economic development taking place in East-Asian countries followed by South-East Asian countries. Movement for democracy and human rights are making big head way. Equality, freedom, social justice, peace and international understanding have become very popular topics among political leaders, social activists, NGOs and international forums. But on the other side of the balance sheet there are wars and conflicts among different political, social and ethnic groups. Every day newspapers and T.V. are full of news about violence, terrorism, hate, killing of thousands of innocent people and forcing many more to become refugees. Pollution caused by urbanization and industrialization and indiscriminate destruction of natural resources have reached most dangerous levels. Ruthless greed, exploitation and poverty are rampant in many parts of Asia and the Pacific. There is a marked degradation of human values.

The people at large cannot wait for their leaders to hand over such a new world order in a ready-made form. People have to fight for what they want and try to achieve it by their own efforts. There is no argument against the proposition that the first condition to bring a new world order is to enable the people to acquire their human rights and better quality of life through education and empowerment.

The value of basic education for all was recognised by Asia and the Pacific even before the Jomtien Conference. In 1985, the Fifth Meeting of Ministers of Education and those responsible for Economic Planning (MINEDAP V) had recommended launching "Asia-Pacific Programme of Education for All" (APPEAL) by UNESCO.

Literacy Programme in Asia and the Pacific

Asia and the Pacific is a vast region spread from Turkey in the East to Japan in the West, and Russian Republic in the North to New Zealand in the South.

In spite of phenomenal growth of schools in all countries, illiteracy is still a big challenge in the Region. The literacy map of Asia and the Pacific shows this stark fact.

In 1990, the literacy rate for Asia, 15 years and above, was 68.7 per cent. The percentage is estimated to increase to 77.1 per cent by the year 2000. While in East-Asian countries the literacy percentages will be higher, for Southwest Asia they will be substantially lower. On the basis of UNESCO data, countries of the Asia-Pacific region can be grouped into the following categories :

PERCENTAGE OF ILLITERATES		COUNTRIES
Group A	Number 01-20 percent	Australia (1), Fiji (13), Japan 1-20(1), 13 Korea DPR (4), Korea Rep of (3.7),

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* **Adapted from a paper presented to the ASPBAE South-Asian Workshop on Literacy, New Delhi, July 19-29, 1994.**

		Mongolia (7), (10.3), Myanmar (19.4), New Zealand (1), Philippines (10.3), Thailand (7), Sri Lanka (11.6), Turkey (19.3), Vietnam (12.4)
Group B		
21-45 per cent	6	Indonesia (23), Malaysia (21.6), China (26.7), Iran (46), Lao PDR (46), Papua New Guinea (40), India (48).
Group C		
50 or more per cent	7	Afghanistan (70.6), Bangladesh (64.7), Bhutan (61.6), Cambodia (64.8), Pakistan (65.2), Nepal (74.4).

It is obvious that countries which have achieved quantitative growth in basic education (Groups A and B) now want to improve the quality of primary education as well as of literacy programmes, whereas Group C countries still need to expand basic education qualitatively as well as quantitatively.

The Sixth Regional Conference of Ministers of Education and those responsible for Economic Planning (MINEDAP VI) held in Malaysia in June 1993 has taken note of the fact that although all the countries in Asia and the Pacific are making vigorous efforts to provide basic education for all, the region has a long way to go to achieve the goal of education for all set by the World Conference on Education for All in 1990 under the auspices of the International Literacy Year. However, UNESCO and the Member States are committed to building a literate society which creates an atmosphere to promote sustainable development and cares for the needs and concerns of the vulnerable and disadvantaged groups within this society. Thus, Asia and the Pacific and UNESCO believe a literate society is not completely out of reach.

CHALLENGE OF LITERACY IN BANGLADESH

A. K. M. ANISUR RAHMAN

Introduction

Bangladesh is one of the most densely populated areas in the world. It has 119 million people within an area of 148 thousand square kilometres. Most of the people live in green rural settings. They depend directly and indirectly on agriculture (36% of GDP contribution). Beneath the tranquility of the country lie the grim realities of life. The people are struggling against numerous odds like poverty, illiteracy, malnutrition, natural catastrophes, low per capita income (US $ 220) etc. The people of the country despite facing heavy odds display a remarkable resilience to survive, build and rebuild with renewed energy. But many of their endeavours are lost for want of knowledge and education. Many of the developmental programmes undertaken by the Government have not produced the desired result on account of prevailing high rate of illiteracy. Therefore, the strategy for implementation of successful development programme should be found in eradication of illiteracy.

Policy Direction

It is very unfortunate that Bangladesh is a country of too few literates compared to large size of its population. Efforts of the Government and the people over the years to raise the rate of literacy has not produced the desired results. It is still far behind many of the developing countries of the world. The causes are many but major ones are generally considered to be the lack of awareness of the people and their ignorance about the value of education. Non enrolment of the children in primary schools (15% does not enrol), high dropout from the schools (53%) and low rate of completion of primary cycle (47%) of education are some of the major problems.

The Government has recognised the pivotal role of primary or basic education in accelerating socio-economic and political development of the country. The kind of basic education that the country must have has been clearly set in the Constitution of the country. The Fourth Five Year Plan document has given emphasis to poverty alleviation through human development. It has focused people in the centre of development. Education has been considered as 'single most dominant antecedental and consequential factor' in development. The policy of the Government in regard to improving literacy situation is as follows:

a) Every child of the country between the age group of 6-10 should be given free and compulsory primary education in order to stop accretion to the pool of illiteracy.

b) Those children who are out of the school should be brought under the fold of education through introduction of non-formal education.

c) Vast majority of the people who are illiterates should be made literate through appropriate literacy and continuing education programme.

d) Create opportunities of education for women in order to eliminate gender disparity in education.

e) Relate education to needs of the society for producing properly trained and motivated citizens to serve those needs.

f) Encourage people's participation and local level initiatives, in literacy programme involving NGO, Voluntary Organizations, individual groups etc.

The two-fold action through formal and non-formal education is aimed at reducing illiteracy from the country within the shortest possible time. The non-formal education is considered as supportive and complementary to formal system of education. The action plan on "Education for All" has set the target of raising literacy rate to 62 percent by the year 2000.

The Government's commitment to eradicate illiteracy is very clear. In the international arena Bangladesh expressed its commitment to the World Declaration on "Education for All" in Jomtien (1990), and World Summit on Child in New York (1990), and EFA Summit of Nine High Population Countries in Delhi (1993).

Prior to August 1992 the primary and mass education was under the Ministry of Education (MOE) but MOE was not in a position to cope with the demands of primary and mass education. Therefore, a separate "Primary and Mass Education Division" (with the Status of a Ministry) was created under the direct charge of the Prime Minister. This "Division" shoulders the responsibility of setting policies and conducting all affairs concerning primary and mass education. Allocation of resources to education has also increased. During the last three years (including the current year) highest budgetary allocation has been provided to education sector of which primary and mass education received more than half of the total share of education. Particular emphasis is being given to women's education. In the formal side, girls education up to grade 8 is free and the girls pursuing education above grade 5 get stipend up to Secondary School Certificate level.

Literacy Situation

According to 1991 Census a person capable of writing a letter is considered as literate. Under this definition the adult literacy rate in Bangladesh is 35.3 percent (male 44.3 and female 25.8 percent). The adult literacy rate has increased to some extent over the years. The table below shows adult literacy rates as obtained from census 1974, 1981 and 1991:

***Table I* : Adult Literacy Rate of Population 15 Years and Above by Sex (1974, 1981 and 1991).**

Year	Both Sex	Male	Female
1974	25.8	37.2	13.2
1981	29.2	39.7	18.0
1991	35.3	44.3	25.8

The adult literacy rates for both sexes increased by 13.18 percent between 1974 and 1981 and 20.89 percent between 1981 and 1991. The male adult literacy increased by 6.7 percent between 1974 and 1981 and 11.6 percent between 1981 and 1991. The female adult literacy has increased by 36.36 percent between 1974 and 1981 and 43.33 percent between 1981 and 1991. This increasing trend of female literacy rate may be the effect of increasing trend of enrolment at the first grade of education.

Bangladesh is administratively divided into 64 districts and literacy rates vary from area to area. The highest literacy rate (58.67%) is found in Dhaka district and lowest literacy rate (20.18%) in Sherpur district. Of the 64 districts, 22 districts are above national literacy rate and 42 districts are below national literacy rate. Among the male highest literacy rate (65.9%) is found in Dhaka district and lowest literacy rate (27.09%) is in Sherpur district. Among the female highest literacy rate (48.70%) is found in Dhaka district and the lowest literacy rate (13.19%) also is in Sherpur district.

There are 5 Divisions in Bangladesh (several districts make a Division). Variations among the Divisions are also found. Table 3 shows adult literacy rate by Division and Sex :

***Table 3* : Adult Literacy Rate aged 15 years and Above by Division and Sex (1991)**

Division	Both Sex	Male	Female
Barisal	44.06	51.53	36.50
Chittagong	36.60	45.70	27.19
Dhaka	36.19	44.74	26.83
Khulna	36.55	46.02	26.52
Rajshahi	29.79	39.43	19.83

Mass Education Programme

Bangladesh has very limited experience in the field of non-formal education. A nation-wide mass literacy programme was started in 1980 but was discontinued in 1982 with the change of the Government at the time. In 1987 a 3 year limited programme was initiated. With the commencement of the Fourth Five Year Plan period Integrated Non Formal Education Programme (INFEP) was started in a major way from 1991. INFEP is in fact a project with a number of components on non-formal education (NFE), namely :

a) Pre-primary education for the 4-5 years age group,

b) NFE Programme for out of school or school drop-outs (aged 6-10),

c) NFE Programme for adolescent boys and girls (aged 11-14),

d) NFE Programme for adults (15 + years), and

e) Continuing education for neo-literates.

These components are being implemented by INFEP through its present organisational set up. It is in fact the main organ of the government to conduct and coordinate nonformal education. INFEP is headed by an Executive Director who is assisted by four Directors, 11 Deputy Directors and 23 Assistant Directors. The INFEP office at the Headquarters has a total of 119 officers and staff along with a MIS Unit. In the Headquarters there are four functional wings under the charge of each Director, namely:

a) Planning, Programming, Monitoring and Evaluation

b) Implementation and Field Operation

c) Administration and Finance (under process of creation)

d) Technical Support Services

In the field INFEP has one Coordinator for each district with 2 supporting staff. Since INFEP activities are limited to 69 thanas in 64 districts, the District Coordinators have been stationed at Thanas where programmes are being implemented. The District Coordinators act as link between the thana level operation and the Headquarters.

Implementation Strategies

A notable feature of implementation is that only one third of the adult programme is being implemented directly by INFEP and two thirds by the NGOs.

The programmes are implemented following centre based approach. Each INFEP centre has as many as 50 learners and one teacher. In the case of NGOs the number of learner in each centre is 30. For every 15 centres one supervisor is appointed to supervise each of the 15 centres. The teachers and supervisors are selected by the Thana Implementation and Monitoring Unit (TIMU) from amongst the local candidates. The supervisor has to visit each centre four times a month. He is responsible for training and supporting the teachers and monitoring the activities of the centre. The District Coordinators presently based at Thanas supervise the functions of the supervisors and obtain direct information on dropout, attendance of teachers and learners' progress of lessons etc. There are prescribed monitoring formats for collection of information from the centres. A District Coordinator is required to visit 60 centres a month.

Apart from the bureaucratic channel, each centre has a 5 member Centre Management Committee to guide and advise the centres. It consists of a person interested in education, a guardian of learner, a ward member and the centre teacher. At the Thana level there is a committee called Thana Implementation and Monitoring Unit (TIMU). This Committee headed by the Thana Nirbahi Officer (TNO) is responsible for general guidance and coordination of functions in a Thana.

As already mentioned two-thirds of the programme are implemented through NGOs. At present 168 NGOs are working with INFEP. The entire cost of running the programme by NGOs provided by INFEP. For selection of NGOs INFEP invites application through newspaper from interested NGO having experience in non-formal education. Final decision on selection of NGOs is given by the Subvention Committee. The NGOs appoint teachers and supervisors for their centres. Their activities are supervised through District Coordinators.

It is worth noting that in Bangladesh 326 NGOs are operating in the field of education out of which 186 are working in the field of literacy. Of these NGOs only 10 are working at national level. Some of the NGOs have good training facilities and competent master trainers. Some of the NGOs have developed their own primers. These NGOs run their programmes independently. They are also playing an important role in making the country literate.

Besides centre based approach, INFEP has now initiated actions for total literacy campaign. The work started by the Deputy Commissioner in Lalmonirhat is being supported by INFEP. Some new areas for total literacy campaign are under process of selection. The District/Thana administration will play the most important role in making the area-based total literacy campaign a success. The activities will be coordinated through formation of committees consisting of people from various walks of life.

Materials, Teaching, Learning Strategies

Under the adult literacy programme INFEP has developed and introduced three Primers (Chetana), post literacy materials (Kajer Katha), Teacher's Guide, Teacher's Training Manual and Supervisor's Manual. For adolescent (11-14 age group) Integrated Primer consisting of Bengali, Mathematics and Environmental Studies (Kishore Kishori Pathmala) has been prepared and introduced. It has also developed Teacher's Guide, Supervisor's Manual, Teacher's Training Manual and other materials for adolescent group. The above primers and materials have been developed by INFEP through expert groups for which series of meetings and workshops were held by INFEP with professionals, experienced NGO experts and UNESCO Consultants etc. These are learner

oriented and designed to promote participatory teaching and learning. Literacy materials have been made functional and need based. The lessons have been developed using the ATLP methodology.

The functional contents have been developed logically on each concept keeping in view the progressive build up of literacy skill and needs of groups. The contents have been selected having regard to the needs of adult learners (15 + years). These are categorised under four broad heads, namely, (a) health, (b) income generating activities, (c) civic consciousness and (d) environment.

The teaching method is to teach key words through different steps- (starting with key sentence, concentrating on key words and identifying words, letters and signs etc). Active words that are useful to a learner's daily life are used as much as possible. Pictures and real life examples are used to clarify the meanings. The contact time for adult literacy is 288 hours which is divided into 3 levels, namely, basic level (144 hrs, 4.5 months), mid level (96 hrs, 3 months) and self learning level (48 hrs, 1.5 months). The total course duration is 9 months. Classes are held 5 days a week and two hours a day. The courses have been designed in a manner so that within 288 hours a learner is able to acquire self learning skill. For adolescent group the contact time is 900 hours spread over a period of two years. By the end of the Course an adolescent boy or girl attains the reading, writing and numeracy skill.

Training

The core-trainers who are responsible for curriculum and material development impart training to the master trainers who in turn train the programme supervisors. These supervisors impart 10 days training to the teachers of the literacy centres at the thana level as the learning centres are spread throughout the country. The core-trainers comprise INFEP staff, officials from other Government organizations and experts from NGOs. The master trainers are all from NGOs. These master trainers have an additional duty to monitor the teacher training at the thana level.

A participatory approach to training has been introduced. Participants are encouraged to become activity oriented in the learning process through role play, small group discussion, brain storming sessions, working in peers etc.

Mass Mobilization

Social mobilisation is considered as an essential precondition for launching successful mass education programme. In Bangladesh, it would be necessary to make 16.7 million people aged 15-45 years literate by the year 2000 for raising the adult literacy rate to 62 percent.

For raising the rate of literacy to expected level it will be necessary to have the support and involvement of the entire community. Side by side with centre-based approach a more cost effective total literacy movement has to be effectively launched.

In Lalmonirhat district, the Deputy Commissioner has mobilized the primary teachers, school supervisors, officials of the nation building departments, police VDP, ansar, political leaders, social elites, professionals, intellectuals, businessmen, union council representatives and people from other walks of life. As a result of this in the district today 959 centres are being run for 28770 learners through voluntary efforts. The target now is to make about 260,000 (aged 10-45 years) literate by running 10,000 centres in 5 thanas (42 unions). Thus it may be possible to increase the literacy rate within the shortest possible time at a cheaper cost in this district.

Recently INFEP has established linkage with the Rural Development Project (RD-12) in 17 thanas where both INFEP and RD 12 run programmes concurrently. At least

75% of the members of the RD-12 are illiterate. INFEP's literacy programme for the members of RD-12 is likely to be a highly successful effort in making literate a large group of motivated people most of whom are women. Maktab based non-formal education centres are being run by the Ministry of Religious Affairs. INFEP and Primary and Mass Education Division maintain close liaison with them. Under the INFEP Project a good working relationship has been developed between NGOs and Government run programmes. As already stated NGOs implementing Government programme are provided subvention by the Government. There is a good understanding and cooperation between the NGOs and INFEP in developing curricula, training modules, manuals, literacy materials and trainers. In fact in the field of literacy a good partnership has developed between NGOs and INFEP.

Strengths and Weaknesses

As a result of implementation of literacy programme through INFEP there has been a marked improvement in staff development of INFEP. Valuable training and experience have been obtained by the INFEP staff. The field staff of INFEP and the NGO activities are gradually creating awareness among the people. Development of literacy materials and training facilities both by INFEP and NGOs are positive contributions towards literacy programme. Better understanding and cooperation have been established between the Government and NGOs. Existence of a large number of NGOs along with INFEP in the literacy field would facilitate the task of mounting a massive movement for eradication of illiteracy in the coming years.

Some positive development has taken place and yet there are areas of weaknesses. In future years, the programme is going to expand. A proper organisational set up capable of planning and managing large operation, conducting research, preparing learning materials, monitoring and evaluation programme and providing technical support to those engaged in adult literacy, has to be established. Mechanism for integration of the programme with other nation building efforts has to be found out and involvement of the people has to be strengthened for a greater participation in the literacy programme by those people for whom the programme is aimed at. It is a fact that attracting illiterate adults to literacy centres is a difficult task because of the lack of incentives and opportunity cost. Mobilisation of financial resources is another area which constrains the programme activities. There is also a need for trained human resources.

Bangladesh is however better prepared now for launching intensive action for raising literacy rate to the targetted level. It is now a priority area of the present government. The process of awareness building has started. It is hoped that the two-fold action through formal and non-formal channels of education will help attaining the goal of Education for All by the year 2000.

TOTAL LITERACY CAMPAIGN IN LALMONIRHAT, BANGLADESH

KAZI FARID AHAMMED

Lalmonirhat - now a District Headquarters had been a Thana Headquarters till 1980 and was part of Kurigram Sub-Division. Thereafter it was made a Sub-Division. Lalmonirhat, Kaligonj, Hatibandha & Patgram were it's thanas. In 1984 it was declared a District. Kaligonj, Hatibandha and Patgram were the part of old Rangpur Sub-division. The District is bounded in the north by Jalpaiguri and the Cooch Bihar of West Bengal, in the east by the Cooch Bihar of West Bengal and Kurigram District of Bangladesh, in the south Rangpur District and in the West by the district of Nilphamari. The total area of the district is 1297.74 Sq. Km. Teesta and Dharala are the two main rivers.

The Climate is mild with variation in temperature. Having high humidity, the district is used to have plenty of rainfall every year. The average maximum temperature during the summer is recorded to be 25°C while the average minimum temperature is 12°C during the winter. The monsoon generally starts in June and continues till September.

Most of the people are poor. Approximately 30% people are the owners of 80% land and 70% people of 20% land.

The majority of population is directly involved in agriculture. Rice, jute, wheat, tobacco, sugar-cane, fruits, vegetables are the most prominent products. Lalmonirhat is famous for the production of quality tobacco. It is an important cash crop and has a great demand for manufacturing cigarettes.

A famous poet Late Sk. Fazlul Karim is from this district. He had a lot of publications to his credit. People of this district are fond of Bhatially and Bhawaiya Songs - folk type songs usually sung by boatmen/cart pullers while plying their boats/carts on waters/roads.

Lalmonirhat : A profile

Location	:	North Latitude 25.48° - 26.27° East longitude 88.36° - 89.36° 200 Kms. north-east to Dhaka - the capital city of Bangladesh.
Area	:	1297.74 Sq. Kms.
Population	:	8,17,662
Population Density	:	630 per Sq. Km.
Sex Ratio	:	500 female per 436 male.
Municipality	:	01 (one)
Union Parishads	:	42 (Forty two)

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Police Stations	:	05 (Five)

Literacy Scenario

Literacy rate	:	18%
No . of illiterate persons	:	2,68,130
Male	:	1,38,558
Female	:	1,29,572

Existing Educational Infrastructure

Govt. Primary School	:	302
Registered Non-Govt. Primary School	:	86
Unregistered Private Primary School	:	76
High School	:	75
College	:	08
Madrasha	:	214
Vocational Training Institute	:	01

Non-Formal Education Scenario

No. of learning centres	:	959
Male	:	426
Female	:	533
No. of total learners	:	28,770
Male	:	12,780
Female	:	15,990
Learners per centre	:	30
Drop-outs	:	5%
No. of Blocks	:	45
No. of Block supervisors	:	45
No. of Teachers	:	959
No. of Supervising officers	:	42
Course Duration	:	6 months (April 15, 1994 - October 15, 1994)
No. of NFE centres to be opened	:	8000 (October 94 - March 95)

Total Literacy Campaign (TLC) in Lalmonirhat

Aims :

- To Provide functional literacy to the illiterates of 11-45 age-group including people of different professional communities.
- To ensure enrolment of all underprivileged children and women folk.
- To ensure enrolment of all out-of-school and school drop outs in order to bring them back into the formal stream.

- To provide continuing education for the neo-literates.
- To create social conscientization and imbibe national values among the learners.

Objectives :

- To help the Govt. achieve Education for All (EFA) target of raising literacy rate to 62% by the year 2000.
- To eradicate illiteracy gradually and effectively.

Strategies Adopted for Motivation

After baseline survey in Lalmonirhat, people from all walks of life were extended with an appeal to contribute to the mass literacy programme. As a response, cross sections of people volunteered to contribute. The sections included - politicians, govt. officials, teachers, students, local elites, Imams of mosques, NGOs, social workers etc. Attempts to mobilise public opinion to ensure community participation were under way. Efforts to sensitise the literate section of the society to participate as volunteer instructors were also on. All kinds of media facilities available were utilized to make the illiterates understood that no development is possible by keeping a large section of population in darkness. The media forms used included - door to door contact, newspaper articles, wall writings, cinema slides, posters, banners, rallies, video-shows, films and folk songs etc. Gradually the efforts gained momentum and a total of 421 literacy centres were opened. It covered about 18000 illiterate male and female who were freed from illiteracy.

Visit of the Minister incharge of the district i.e. Whip of Parliament, high officials like Secretary, Primary and Mass Education, Executive Director, INFEP, Director, INFEP, other officials of Govt., NGOs and International agencies like World Bank, ADB, UNICEF etc. at intervals created interest among all.

Door to door campaign, torch procession, cinema slides, regular cultural programme of RDRS were the important parts of it. Review meeting at Block level by District Committee, Thana Committee, at centre level by union and local committee created a tempo for total literacy campaign in the district. Now the programme is a structured one to have things happen automatically.

Financing and Management of NFE Centres

Until now, the mass literacy programme is jointly financed by Education and Mass Education sub-sector of Thana/Municipality development budget and Expansion of Integrated Non-formal Education Programme (INFEP), Dhaka. INFEP provided training to the supervisors and teachers and supplied the learning materials including primers for different centres.

Mention may be made here that in the TLC in Lalmonirhat the teachers and supervisors work purely on voluntary basis and as such they do not receive any salary or honorarium. However, an idea to reward the teachers and supervisors is under active consideration of the Government.

Implementation of Programme

A five-tier management body is there to oversee the implementation process at :

1) Centre

2) Block

3) Union/Municipal Ward.

4) Thana/Municipality.

5) District.

1) **Centre Committee** : The committee headed by one local elite and comprising 5-7 members is made responsible for smooth functioning of centres. This committee submits its weekly report to the Block committee.

2) **Block Committee** : The Executive Committee headed by a Principal/Headmaster, UP member/local elite is made responsible for the implementation of NFE programme in the respective block. Other members of the committee include one UP member/commissioner and local elites etc. It forwards the reports received from centre committee to the Thana/Municipality Committee. Besides there is a general committee headed by the same person to supervise and solve any problem of centre. All Govt. officials working in the area and elites are included in the committee. This committee is also responsible for selection of learners, centre, voluntary teachers, formation of centre committee.

3) **Union/Municipal Ward** : This committee is headed by a UP Chairman/Ward Commissioner and is directly responsible for co-ordination of different activities related to NFE programme implementation. There is another general committee to oversee the NFE activities. This broad-based committee has local elites, Imams, political leaders etc. as its members.

4) **Thana/Municipality Committee** : Thana/Municipality Committee is headed by the Thana Nirbahi Officer. In case of municipal area, the Municipal Chairman is the head. Honourable member of Parliament of the respective constituency is an advisor of general committee. This is also a broad base committee and includes all officials and cross section of people. This committee supervises the programme at Thana level. Besides, there is a managing committee directly responsible for programme implementation and send the reports received from Block Committee to the District Committee.

5) **District Committee** : It plans, supervises, monitors and evaluates overall activities. A supervisory committee in the district is having the honourable Whip of the Parliament as its chief advisor, and the honourable MPs of the district work as advisors to the committee that comprises of political leaders, chief of organisations, NGO representatives, District level officers as members. Besides there is a 10 member managing committee headed by the Deputy Commissioner. This committee is made responsible for Master trainer selection, providing training to those trainers, supervisors, conducting survey etc. This committee included NGO representatives and heads of offices related to various development activities.

Monitoring and Evaluation :

The need for monitoring and evaluation of the programme to achieve literacy can hardly be over emphasized. Effective and timely monitoring for regular feedback from the activities is necessary for proper implementation of the programme. In prescribed proforma the centre and thana committees send report to the district committee and accordingly measures are being taken.

Literacy Scenario After Launching TLC in Laimonirhat :

Three months after launching TLC in Laimonirhat, attendance of learners at the NFE centres is recorded to be more than 80%. A sizeable amount of learners can read and write fairly enough. These learners, with shining eyes and renewed hopes, now waiting to complete the remaining 3 months basic literacy cycle, are expected to read, write and count soundly to lead a better life tomorrow.

Future Planning :

In order to start the remaining 8000 centres batches of 20 master trainers (4 for each Thana) would be given residential training at RDRS training centre located at District Headquarters. RDRS a reputed NGO in Bangladesh, has a good training institute in Lalmonirhat District Headquarters. The master trainers of five Thanas will train up to 500 supervisors in 2 batches. The volunteer teachers will be trained locally by the trained supervisors assisted by the resource persons.

On the other hand the heads of all committees, namely Centre, Block, Union and Thana be trained mostly on mobilisation of resources, motivation of general public, particularly learners and supervisors. More over all those in charge of Block and Union Parishad would be trained gradually. Those in charge of all Union/Municipality in the similar way would be trained by the master trainers and TNOs who in turn train the Block incharges, Block chairman and Centre chairman.

Expected Output:

At the end of the campaign and training at all levels it is expected that at least 90 percent of the 10+ population of the Lalmonirhat district would have become literate by going through six month literacy course. It is also expected that 268130 illiterate would have an opportunity to continue their literary skills through a consolidated programme of post-literacy and continuing education. It is further expected that the remaining components of TLC would soon be started and would help reduce drop out.

Hopefully, this would-be-literate population of Lalmonirhat would themselves participate in the development process and contribute to the Govt. effort to alleviate poverty in Lalmonirhat in particular and the country in general.

*National Policy on Basic Education and Literacy in Bhutan**

Since the inception of the First Five Year Plan in 1961 the Royal Government of Bhutan has accorded high priority to education. The purpose is of two fold : *Firstly*, to provide basic education to all its population to promote literacy so as to enable the people to take full advantage of development process and *secondly*, to provide trained educated manpower to meet the growing needs of the development process. Expenditure on education has been high absorbing 8.8 to 18% of total plan outlays. The achievements within a time of 3 decades, has been impressive with an estimated primary school (pre-primary one year and six years of primary) enrolment rate of 67 percent in 1990

After the Jomtien Conference, in keeping with global commitment of Education for All by the year 2000, Bhutan officially pronounced its own determination to achieve UPE by the end of the millenium (year 2000). Towards achieving this goal, enrolment at the primary level will have to be raised by a minimum of 7 percent annually so as to achieve 80% primary enrolment rate by the end of the 7th Plan. Against this set target of 7%, the increase of enrolment between 1993 and 1994 has been over 11%.

There, however, exist wide disparities in the participation rates amongst the Dzongkhage (districts), and the emphasis during the 7th Plan has been to overcome the existing regional imbalances by allocating higher capital investments to these disadvantaged Dzongkhage. Disparities also exist between the sexes. Only 42% of the children at the primary level are girls. By the end of the 7th Plan, the percentage of girls will be raised to a target of 47%. This is being pursued by providing additional hostel facilities for the girls.

The main thrust for increasing literacy level, therefore, has been mainly through primary education sector of the formal system. This effort will be supplemented by a literacy programme targetted at the out-of-school children, early dropouts and youths and adult illiterates. To this extent there already exist 33 non-formal education centres. These existing non-formal education programmes, however, will be seen as on experiment during the 7th Five Year Plan based on which future programmes would be drawn up.

Organization Responsible for Literacy Programme

These centres have come into being as a result of initiative from many organizations. The non-formal education programme was first started by Dzongkha Development Commission for teaching Dzongkha (national language) to non-Dzongkha speaking population as part of promotion of Dzongkha. In 1990 representatives from the Education Division and the National Women's Association attended a planning meeting on the Skills-Based Literacy Programme for Women in China organised and funded by UNESCO. Following the meeting, two pilot centres were opened. As Dzongkha Development Commission has gained experience in conducting adult education programmes, it was decided to bring them into the Skills-Based Literacy Programmes for Women. In 1992, Dzongkha Development Commission was identified to be the focal point institution and assumed the lead role in formulating policy, development of curriculum materials under the guidance of a steering committee. The committee was

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* **Collectively contributed by Ms Phintsho Chhoden, Ms Tshering Choki, Thinley Wangdi and Tashi Chhogyel.**

composed of members from the Division of Education, National Women's Association of Bhutan, Dzongkha Development Commissions, UNICEF and UNESCO National Commission.

In the middle of 1993, Government issued directives to put both formal and non-formal education under the same umbrella. The programme thereafter became part of Education Division in July 1993. However, development of instructional and reading materials remained with Dzongkha Development Commission. The Education Division after taking from Dzongkha Development Commission has decentralised all the administrative and financial responsibilities to the respective Dzongkhage like in the case of other educational institutions. The future policy on non-formal education as stated in the twelfth Quarterly Policy Guidelines and Instructions are as given below :

1. No new centres will be established. Instead all non-formal education classes in future would be conducted in the existing primary/community schools after the school hours in the evenings and during holidays.
2. The non-formal education programme conducted in any primary/community school will become part of the regular programme of the school and the head teacher shall assume full responsibility over the non-formal education programme of that school.
3. The future requirements to teach the non-formal classes will be met by employing the school teachers from the respective schools. Such teacher will be paid remuneration for overtime equivalent to the rates paid to the non-formal education instructors.
4. Adult education pedagogy shall in future be included and taught as integral part of the contents of Teacher Training Colleges.

Literacy Situation

The basic literacy levels not properly defined and so far no survey has been conducted, but some official figures estimate the literacy rate to be as high as 54% with female literacy rate lower than that of male. ,The gap between male and female rate will be narrowed with the improvement of enrolment of girls.

Teaching/Learning Strategies and Materials

Under the present programme, classes of two hours are conducted in the evenings either in the village temples, community owned houses, rented houses or in schools. The classes are in most cases co-ordinated by the District Education Officer. The expected duration to complete three levels of courses is six months or 300 hours. However, timing of the classes and duration varied from location to location, in most cases it has been flexible and adjustable to the convenience of the learners.

During 1992 and 1993, a series of workshops were organised by the Dzongkha Development Commission to develop curriculum materials. The curriculum consisted of three graded levels with each level consisting of 10 units. The course content included simple reading, writing and arithmetic skills in Dzongkha and relevant life skills with emphasis on health, hygiene, environmental education, child care, agriculture and income generating activities for improving the quality of life of rural people. People from the relevant Ministry/Department, viz Agriculture, Animal Husbandry, Forestry, Health and PWD were invited as resource persons during the workshops in helping to prepare the curriculum materials.

Strengths and Weaknesses of Implementing Literacy Programmes

The non-formal education programme has been on experimental basis only for two years or so and it would continue to be until end of the 7th Five Year Plan. The coverage has been very minimum with 1000 learners in 33 centres spread over the country. These centres are staffed by instructors who are school dropouts with qualification ranging from classes VI to X.

Only 41 out of 79 have undergone the basic training of 2 weeks duration. The instructors are specifically recruited to teach non-formal education classes where they have to teach only for two hours a day, that too in the evenings and during holidays. The remuneration is fixed on this basis and they need another job to sustain themselves. The curriculum is designed at the national level by the expertise based on their assumptions. The present curriculum does not cater to needs of all learners, especially in the urban areas. This has led to high rate of dropouts in the town areas or District Headquarters. There is no supplementary reading materials or library facilities which would facilitate self learning.

The existing non-formal education programme in general has provided opportunity for the adult illterates and out of school children who have either missed the schooling opportunities or have not to attend school on full time basis. Such programme serves as a media in conveying sectoral policy issues of the government to the population. The knowledge that they have acquired from such programmes has enhanced their participation in the developmental activities. For instance, many of them who have completed upto level three course have been working as co-ordinator for the village development activities.

STRATEGIES ON EDUCATION FOR ALL:
CREATING AN ENVIRONMENT FOR LEARNING FROM PRIMARY SCHOOL TO ADULT LITERACY, WITH SPECIAL FOCUS ON N. INDIAN STATES

LALITA RAMDAS

Backdrop

For nearly two decades, my quest for answers to the troublesome issue of educational opportunity, democratisation and justice, has led me into a wide range of experiences and experimentation with alternatives in Education, urban and rural, micro to macro, formal and non-formal, centre based to campaign approaches, NGO, Govt, joint efforts - I have been involved in almost each and every one of these efforts - especially in North India.

Inevitably, these cumulative experiences have thrown up several lessons, many questions, a few insights. For what it is worth, I would like to share some of these reflections with those who are interested in this vital issues of **EDUCATION**, which I believe is the key to any form of change and social transformation. It is all the more critical and complex in a developing society such as ours which lives simultaneously in so many time frames at the same time!

The Situation

Barring a few well known exceptions, the situation in Education across the country is the all too familiar and dismal tale: characterised by extreme disparities in access and quality; high drop-out rates - worst among girls; appalling physical conditions even where 'pucca' buildings do exist; lack-lustre, boring and utterly unexciting content and methodology of teaching; disinterested and de-motivated teaching community; by and large a parent body that is equally disinterested, disenchanted, and unconvinced as to the benefits of schooling as presently available to their children.

The children of the top twenty to twenty five percent have access to the best of education offered by the top institutions in this country - the spiral of advantaged sections feeding upon, monopolising, and being further benefited by the system, being continuous and ever stronger.

The Post-Independence Era - Precept and Practice

Political and educational policy and practice has done little to change this in the post-Independence era. If anything, it has further reinforced and consolidated divisions, disparity and discrimination based on class, caste, community, rural/urban, and countless other such criteria which abound in this country.

The inability to achieve Universalisation of Primary/Elementary Education as targetted in plan after plan; the indiscriminate diversion of resources to, and expansion of higher education; and the emphasis on quantity rather than quality at all levels - all these, combined with the inability to create basic infrastructure to cope with the overall growth in numbers of people; all these together have created an infinitely more complex situation today than when we became independent in 1947.

Therefore it must first be recognised and acknowledged that the solutions and strategies for which we are searching today are themselves complicated and will have to address the multiple facets of the twin and related challenges of UPE and mass Illiteracy.

In the coming sections I propose to briefly touch on some of the key areas and issues which any proposed strategy will need to address.

Due to shortage of space - these are not necessarily organised in any order of priority.

I. THE QUESTION OF POLITICAL WILL

Paulo Friere's axiomatic statement "that there is no such thing as a NEUTRAL EDUCATIONAL PROCESS" holds as true today as it did twenty years ago!

The frightening reality today is that while there may be individual ministers/ MPs who genuinely have a serious educational agenda and see it as the underpinning for any truly democratic political system; this is certainly not a shared perception among the vast majority of those who hold the political reins across the country today. Together with quality education for the masses, today there is need to prepare and implement a blue print of mass education for every political leader of whatever hue and persuasion, and AT ALL LEVELS.

Objective : Within two years to build an awakening and a commitment to accord TOP PRIORITY to basic and literacy education - with a clear focus on citizenship and human rights education - among political leadership from national, through state to local levels.

Actors : Academicians, NGOs, Bureaucrats, and Concerned Individuals.

II. THE QUESTION OF RESOURCES

The latest Human Development Report unambiguously targets certain minimum percentage of all National Resources/Budgets to be allocated for Primary Education. Clearly this minimum and more will be necessary both at the National and State levels.

Public opinion must be mobilised through all the means of Popular Education, and through diverse forums, to pressurise governments to honour these commitments.

In concrete terms this could mean, for example, that current Literacy Campaigns should also carry messages on issues such as costs and allocations of adequate monies for local schools in addition to all the exhortations to people to become literate and send their children to school.

Objective : Within two years to create an aware citizen/parent body from panchayat level upwards who can understand the broad requirements of finance and materials for there to be good school facilities for their children at the village, block and district levels, and further, will be confident to push implementation.

IT GOES WITHOUT SAYING THAT THAT IS ULTIMATELY THE KIND OF CONSCIOUS, CONFIDENT COMMUNITY AND CITIZEN THAT WE SHOULD BE BUILDING AS GENERAL PRACTICE - WHERE IT IS NOT ONLY EDUCATION, BUT ALL OTHER ASPECTS OF DEVELOPMENT ON WHICH THEY CAN ACT RESPONSIBLY AND COLLECTIVELY.

Actors : Key training and communication agencies - especially those concerned with development and production of Communication materials - both Govt, Public and Private Sector, NGOs.

III THE QUESTION OF PARTICIPATION AND INVOLVEMENT

This issue flows directly from the above, and is a key factor in enabling the active co-operation of the community in implementation. **Above all this calls for a drastic overhauling in the present approaches and practice especially of the way government departments work. The truth is that governmental style has in fact been based on 'TOP-DOWN' management - whereas what is being called for is the total involvement of the people-be they poor, low or high caste, educated or illiterate!!**

Objective : Intensive workshops with all levels of Government functionaries, and local communities so that the national goals and educational priorities and approaches are understood at all levels.

Time Frame - 1 TO 5 YEARS

Actors : NGOs and all others who are committed to and involved with participatory methods in practice.

IV. THE QUESTION OF MANAGEMENT, DECISION MAKING, AND CONTROL

If any re-organised system of education - especially the twin priorities of UPE and Mass Literacy - is to succeed and show results, the all important areas of management and decision making, as well as of financial responsibility, need a close, hard rethinking! As things stand at present, local communities are simply not concerned about any major developmental issues, because they frankly feel they have no stake or say anyway.

At present, all decisions and powers are in the hands of a multiple set of authorities - (most of whom the 'Aam Junta' neither know nor see!) They , as parents or recipients/ beneficiaries of literacy, have little if anything to do with the planning, design, or implementation. Therefore the primary pre-requisite is a serious re-structuring of the mechanisms of 'command and control' from bottom-up so to speak.

Objective : To undertake a series of micro-level planning exercises at local levels to evolve more workable and participatory mechanisms of administration and monitoring. Providing framework of greater autonomy and authority to the community. In short, making the concept of DECENTRALISATION a workable reality.

Actors : All levels of Bureaucracy; Interested individuals and organisations.

V. THE QUESTION OF INTEGRATION VS COMPARTMENTALISATION

Although the subject under discussion is restricted to HRD in general and UPE and Literacy in particular, the overall experience of developmental and social sector programmes leads to an inevitable generalisation regarding the nature of the task that lies ahead. By and large all major government sectors tend to work in isolation and with little meaningful interaction across sectors such as agriculture, health, economic affairs. This leads directly to greatly reduced IMPACT, duplication of effort to service the same constituency, and so on.

Objective : To work towards a situation wherein every Govt. Dept, as well as miscellaneous other sectors are equally aware of the importance and interdependence of each other. At the same time to be able to co-operate and work unitedly to achieve the major national objectives as collectively decided.

Time Frame : START NOW! CONTINUE TILL OBJECTIVES ARE ACHIEVED!

Actors : ALL SECTORS

VI. EVOLVING A COMMON VISION OF DEVELOPMENT AND EDUCATION

Today we are in a situation where there are almost as many visions about the future we want for ourselves, our children, the nation, as there are people! For the most part, and across the board, Education is understood as that set of structured activities which creates certified products who can then use their certification to find them gainful employment and a means of livelihood. It is rare indeed to find those who view Education as a desirable end in itself, and a process which is valued because of its importance in developing the complete person. Indeed, the systematic degradation of the process of teaching and learning; its commercialisation at every level; the devaluation of the teacher; all of these have contributed to the present dismal state of affairs.

To be able to truly make Universalisation of Primary Education and the achievement of a literate society, the desirable national objectives, calls for a radically changed set of messages and campaigns.

Objective : To create a metamorphosis in communities across the land - where the poorest peasant, worker, tribal, woman can identify Education upto Primary Level as the single most important necessity for his or her children;

to build within the next ten years, schools and institutions and support structures which will enable every citizen to fulfil this basic goal;

to launch a nationwide Andolan with the call for Literacy and Primary Education being seen as the twin pillars of the unfinished phase of India's Freedom Struggle.

VII. MASS MOBILISATION OF HUMAN AND MATERIAL RESOURCES (OTHER THAN FINANCIAL.)

Our statistics proudly quote India's unique wealth of highly educated scientific and technical man/woman power. The truth behind this reality is also that this unparalleled wealth has never been harnessed or mobilised for the benefit of the community and the people as a whole.

UPE, Literacy for all, or for that matter, drinking water, shelter, health and employment for all, require the dedicated commitment of human energy together with the financial and material conditions to make it possible.

Since privatisation is being increasingly viewed as the magic formula which will solve India's ills, the private sector must be persuaded/mobilised to divert some part of its profits and its enormous resources and infrastructure to the achievement of these goals. Sheer survival and self interest, not social conscience, must be the new guiding factors.

WOMEN AND YOUTH - THE UNUTILISED RESOURCE

Thousands of educated women across this land have been systematically diverted away from contributing their privilege of education to benefit the deprived of this land. The message of Gandhi to join in the struggle for a free and strong India was promptly forgotten with the legal attainment of Independence, and women were sent back to tend to their husbands, homes and hearths as their 'Parama Dharma'. **No leader since Gandhi has called upon the millions of educated women to come out of their homes and put their shoulders to work to achieve the betterment of the com-**

munity RATHER THAN LEAD THE ALMOST PARASITICAL EXISTENCE THAT HAS CHARACTERISED THE LIVES OF THE MIDDLE, UPPER MIDDLE, AND RICH CLASSES IN OUR COUNTRY.

It is imperative that every Indian, (who has received his/her education at the cost of several of their less fortunate countrymen and women), be made to pay back the debt they owe to society. And this should be made compulsory for every student for the next ten years.

VIII. THE QUESTION OF TEACHERS

There can be no debate or questioning the centrality of the teaching fraternity as the paramount resource on which depends the ultimate success of any thrust to achieve both good primary education and thus create a society that is literate and thinking.

It is also equally true, that the land which handed down the highest traditions of honouring the Guru, has also the most dismal track record in producing a huge body of teachers who have earned a reputation of being irresponsible, unprofessional, venal, greedy and ineffective. Much of the blame must also be placed squarely at the doors of consecutive generations of political and bureaucratic decision makers who consistently devalued both the status and the professionalism of the teacher.

This is not the time or the place to go into an investigation as to the veracity or reasons for the above. Suffice it to say that countless Commissions of Inquiry, Special Committees and the like have produced voluminous findings on this matter. Much of it lies in dusty files, with recommendations yet to be implemented.

It must be recorded and recognised that the best design and modules for bringing about any kind of change will be doomed to failure if they are to be implemented by the present de-motivated, demoralised, body of teachers, principals, DEOs, and others connected with Education.

Therefore a process of 'de-weeding', overhauling and re-orientation is a critical prerequisite to implementation.

Actors : CENTRAL AND STATE GOVTS, ALL POLITICAL PARTIES.

IX. THE QUESTION OF THE CLASSROOM, CONTENT, PEDAGOGY

These again are questions that have been addressed time and time again in the ongoing tortuous debates on Education.

The key issue here again concerns the all important factor of whether the classroom is viewed as a source of fun, creativity, adventure and excitement by the child; or whether, (as is alas closer to reality), it is a dirty, ill-ventilated, crowded, boring, irrelevant and even painful experience.

The worldview of the child and the future citizen of India and the World is shaped inexorably by the experiences of early childhood, the home and the classroom. Let us factor - in the importance of building and creating a learning and play environment which is at least clean, affectionate, fun and non-discriminatory.

For several years I have drawn heavily upon one of the most evocative descriptions of the crucial importance of early schooling as articulated in a short passage entitled - **'Everything I need to Know I learned in Kindergarten'**. Can this be used/translated as a kind of basis for our future teachers and administrators?

OBJECTIVE : to evolve and get agreement on a simple, basic core curriculum, content and methodology for the teaching of young children upto primary level.

To develop a simple basic model of the ideal small school and classroom environment to suit local conditions across the country.

Actors : Creative teachers, students, interested parents at several levels, writers and artists,.....

X THE QUESTION OF TRAINING

All of the above has profound and enormous implications for training of functionaries at almost every level from top to bottom. Preparation of Training Teams with a core set of messages and ideas and designs is an essential first step.

Again, the ideal is to develop the most innovative and exciting and, yes, INSPIRING, set of training capsules - using every form of communication technology and media.

The module preparation must take into account a realistic time frame and allow adequate lead time for several of the preliminary steps to be completed.

In the past we have all too often seen that hastily conceptualised packages have been finalised and implemented merely in order to meet politically motivated or World Bank dictated deadlines!

Objective : To develop a comprehensive and well framed set of training modules over a period of about 6-12 months. Plan implementation phase in next year.

To put in place well-oriented and competent training teams - familiar with specific local cultural and other idioms of the states targetted.

This leads to another important dimension :

XI. CULTURE - SENSITIVE APPROACH AND STRATEGY

The Strategies to address the undoubtedly serious educational backlog in the four Northern States in particular must be evolved on the basis of some detailed and in-depth profile gathering of the nature of the area, the people, the prevailing attitudes and the existing set-up through or against which any new approach will have to be implemented.

As mentioned earlier, there is an accumulated historical reality which cannot be so easily swept aside or negated! Therefore easy or simplistic 'universal packages' or modules may not work or be applicable across the board so to speak.

The strategy must address each of the multifarious sectors and actors involved - from the political leadership, the bureaucracy, the existing teacher bodies, the nature of students, the socio-economic and cultural realities - especially in the rural areas and with marginalised sections, minorities etc.

Therefore a carefully phased approach seems to be the only workable solution.

XII. ACHIEVING A BASIC CONSENSUS

In the final analysis - it seems to be important, strategically speaking to be able to work towards a broad consensus on the end for such an intervention, the framework and content, among the major sectors and actors identified earlier. This way, hopefully, this approach will not face the same fate that so many other well-meaning programmes have in the past!

Certain non-populist political decisions may also become necessary - the most immediately visible one perhaps being the reversal of the present decision of EDUCATION being a State Subject. But then clearly these and other tough steps will have to be reviewed at highest levels - keeping in mind clearly the common good and the common educational goals outlined above.

Political, Bureaucratic, Religious, Academic and Intellectual, NGO and Media leadership must also be enabled to speak with one voice on the question - and which alone can build a strong movement for making Quality Education for All, the top priority for the coming decade. Above all - the people must be involved at every stage.

LITERACY CAMPAIGN APPROACH IN INDIA

R. S. MATHUR

The launching of the National Literacy Mission (NLM) in 1988 by the former Indian Prime Minister, late Shri Rajiv Gandhi was a landmark in the history of adult education in the country. It envisaged the provision of functional literacy to 80 million illiterate persons in the age group of 15-35 by 1995. The implementation strategies were planned to be flexible, need-based and relevant to the requirements of the clientele group. The approach was to be characterized by -

- Strong political commitment,
- societal partnership,
- community mobilization,
- environment building measures,
- demand generation for literacy,
- use of improved pedagogic processes, (referred to as Improved Pace and Content of Learning (IPCL)
- attainment of prescribed levels of learning,
- built-in mechanism for monitoring and evaluation,
- inseparability of post-literacy and continuing education programmes.

Just when the initial strides were being made, came the Ernakulam success on literacy front. Ernakulam district in Kerala (Southern India) demonstrated how a determined effort, piloted the district administering and harnessing people's involvement and securing community involvement could achieve what was, till then considered unattainable. It became clear from this experience that the problem of illiteracy of such high magnitude could not be tackled through conservative and traditional modes of programme implementation and just by enlarging the access to educational opportunities. It also became evident from the unprecedented success in Ernakulam that nothing short of a mass movement could help us in achieving our goal of entering the 21st century with a literate society. For this to happen, the management structures had to be participatory, drawing strength from people's committees, and administrative machinery. Lessons from Ernakulam literacy campaign indicated that success in any such venture could be achieved provided the community is fully mobilized, it is totally involved and is prepared to manage the programme/campaign; rather pressurises the authorities for supporting the activities or gives unstinted cooperation for projects taken up for peoples' welfare, and development. In a sense the community gets fully sensitized and prepared to change the socio-economic, educational and developmental profile of the area, and plays a partnership role with governmental agencies.

Today, the spirit of Ernakulam pervades large parts of the country and literacy campaings cover 280 districts. It is proposed to expand the reach of the programme substantially and cover at least 350 districts by the end of the Eighth Five-Year Plan. It is estimated that around 100 million adults would have become literate by the end of the Plan period in 1997.

The monitoring reports from the literacy campaign areas, the outcomes of internal assessments and findings of external evaluation reports by specialised research bodies and teams constituted by NLM give confidence that our approach, methodology and efforts are bearing fruits and if the same trend continues, the goal is sure to be

realized. At present more than 100 districts are in the post-literacy phase with plans for further/continuing education. More than 88 million persons are exposed to programme inputs; around 22 million have acquired literacy as per NLM norms and an equal number is on way to reach that status. Above five million volunteers are reported to be involved in teaching their illiterate brethren and sisters in villages and towns, hilly and desert area.

More than the size of the programme, one finds great solace when one learns of the several spin off effects of the campaigns which are beginning to produce and on which also evidence is getting systematically documented. Parental education is giving rise to higher levels of enrolment, greater retention and better education of children in schools, higher response to immunisation programmes is seen, adoption of better health measures is found in those areas where literacy campaigns have been successful.

The progress achieved so far raises hopes that if the campaign spirit gets fully embedded and blossoms, it is bound to usher in an era where along with much higher rates of literacy, the poor, the underprivileged would hopefully not remain so afflicted but would have better quality of life.

LITERACY: A STORY OF SUCCESS

FELIX N. SUGIRTHARAJ

Humanization is Conscientisation

Numerous Action groups draw their inspiration in the field of "Education for Liberating the Masses" from the Brazilian educator Paulo Freire who rejected the very foundation of our present educational pedagogy. Freire developed his methods while teaching the illiterates in Brazil through a Government sponsored Adult Education Programme. It caused such a revolutionary upheaval among the working class that Freire himself was jailed immediately after the military coup in 1969 and then later on encouraged to leave the country.

The contention of Freire is that liberation in the context of education is possible with a perspective that will unmask the hidden structures of the dominant class and will give the power and direction to transform them. Therefore, Freire introduced problem posing education against the present banking system of education. Freire's methodology is called the Pedagogy of the Oppressed. This methodology insists upon conscientising the learners which means much more than making people conscious.

The word "conscientisation" has been obviously used in many cases as "aspirin" to empty it of its political content. Here Freire uses it in the context of the liberation of the alienated social groups and classes who have to win for themselves the right to being subjects of history and not mere objects of other social groups. The liberation takes place in action initiated by the oppressed themselves in an effort to solve their concrete day to day problems.

It is only starting from these actions that the masses begin to become conscious of their situation, of the contradictions of those who dominate and exploit them. A dialectical dynamic exists between concrete action and the formation of class consciousness, a dynamic which increases with the process of liberation. Certainly these specific actions of the exploited classes can be recuperated and integrated by the existing system of domination, and this is where the fundamental role of the conscientizing groups begins by critically questioning every reality that exists. But it must clearly be understood that one does not transform society in the name of the masses. It is they themselves, with their limitations and difficulties can think of change. Vanguards, who are too far from them in their language and their analysis of reality, condemned to failure. The practice of Conscientisation differs from the economic ritual, financial or political practice, in that it is fully a practice of communication. The aim of Conscientisation is to produce an effect of intercommunication.

It seeks to question and then modify the established models which tend merely to iterate themselves and which have frozen the existing systems of social relations. The use of the world "Conscientisation" stresses the rejection of blind ideological indoctrination, of bureaucratic dogmatism and also inefficient spontaneous actions. It points at the development of the creativity of the oppressed in their process of acquiring power to transform structures and mentalities. 'Conscientisation' is the name we give to "what takes place" or "had taken place" in the consciousness of the oppressed classes who often succeed in their liberation struggle by advancing their way to people's power, separating themselves from the dominant ideology and creating their own culture and ideology. 'Conscientisation' thus understood, creates "Vanguards of Conscientising groups who have an indispensable role but not to be the source of a new dominating mechanism."

A Review of the Past Experience

In this respect the literacy campaign started by a few of us among Harijans in a small block of Chitamoor in Tamilnadu in 1974 has great significance. Though the grass-root Harijans Agricultural Association which was founded in 1979 has not grown as to our expectations, still the leaders who have been conscientised through the programmes of "Adult Literacy" are much more politically conscious and are able to suppress any domination in the form of class or caste. Since most of them are agricultural labourers they cannot eliminate exploitation to the fullest extent, but are able to defend the social rights whenever they are assaulted or victimised. Perhaps an animator with a real zeal to achieve tangible results within a prescribed period, has over-estimated the level of consciousness to be achieved through literacy classes and had insisted for the formation of the grassroots people's organisations before the target period of four years was completed. But we had given them a courageous process of education which had made them to reflect upon themselves of their times, their responsibilities, their key functions in the society pragmatically and participatorily.

A New Initiative for Effective Literacy Campaign

But in the new area of Andhra Pradesh and Tamilnadu when we started our fresh work from 1985, we have set apart at least five years to finish the first phase of literacy campaign for liberation. It was after this period, the grass-root rural workers should decide whether they should form their mass organisation to confront the oppressive structures and build people's power at the local and district levels. In the new areas, our literacy programmes are extended to all communities - sometimes integrated communities of caste and class background. In this process of raising their consciousness, the love of understanding differs from one community and the other. Caste contradictions can be visibly seen while discussing sensitive issues of economic and political nature. Casteism tries to dominate the other in the classroom itself and the polarisation that takes place in between two groups is so interesting to watch. In spite of all this the enthusiasm to learn and to struggle for better life seemed to be the aspiration of any adult who attends the classes. In the new areas the education of ARP had separate classes for women who showed much more interest in acquiring skills of knowledge and ability. While we allowed the learners to confront each other within the classroom to assert equal rights and restructure better societal values, we did not force them to cut each other's throat in competition. There is no such "Best Students" or "Better Behaved Pupil." All were one as far as the learning process went on. No special privilege was given to any learners since all are seated around as co-investigators with the teacher. Dialogue became the key-word in the class rooms for understanding each other and the issue to be tackled.

In the new area, one experience was that motivation for learning to read and write did not go further than acquiring skills to spell and sign their own names. It made no sense to speak about the literacy unless the person acquiring literacy also gained an awareness of his or her increased responsibility and the know-how to attain social political change through a down-to-earth participation technique. If a learner failed to break down the dependency relationship and still sinked into a myth of fatalism and lethargy, and effective programme of adult education could miserably fail. The objective of any literacy programme was not to enable the participants to tackle all issues at once. It is foolish to think that all the literates were able to solve their day to day problems of bread and butter so early.

The purpose was not to make the oppressed poor aware of their own misery since they already knew the magnitude of their suffering than anyone else. Therefore, the firm objective was to prepare them in the process of reflection and action to see the contradictions between their existence and consciousness and resist against the false slogans, myths and patronage of the dominant. Socio-cultural and socio-political groups which keep the murder, fear, ignorance, despair, powerlessness, debt, hunger and bond-

age will be exposed in the course of time. This method does not prescribe any pseudo revolutionary ideology, but it enables to analyse the historicity of revolution based on ideologies and compare them with the present Indian political scenario. This programme of literacy will break the narrow shell of silence and bring out the revolutionary potential of the oppressed class to become militant for creative and concrete action towards restructuring society with new values of self respect, dignity and common brotherhood.

It is most important for an educator or an animator to watch carefully the levels of consciousness of the learners and motivate them in such a way that they pass through different levels and finally reach the liberating critical consciousness. It is at this level the animator or the activist must encourage the learners to shed all kind of false consciousness and stride forward to a radical transformation.

Popular Theatre, being used at this stage as a weapon to people's struggle for a just society will result in creating new leadership who will speak to their kith and kin in their language and idioms and spell out the concept which might give them a glimpse of a transformation from below.

Rationale

Many eminent educationists and researchers who have studied the impact of Paulo Freire's educational philosophy have sharply criticised his methodology and have concluded that Freire's method has no relevance to our country. A few activists have rejected it with severe criticism as though it does not work.

The critics of Paulo Freire and his philosophy have forgotten the fact that our country's educational system itself is alien to our soil, yet had been imposed by the British to maintain the status quo and prepare the elites to assist them to initiate a bureaucratic system which has become so rigid and corrupt today. Those who are against Freire are willing to accept other alien educational theories such as Montessori, Kindergarten and even Macaulay though they are perpetuating already existing gap between the rich and the poor. Freire is very clear in his theory when he states that every educational enterprise is biased and therefore education cannot be neutral. While the rich so cleverly maintains the strings to suit their own interests why should not the poor be given an opportunity to devise an educational process which will break down privileges, help poor people to analyse the present structures and their dominating tendencies and finally lead to sustainable development from below.

The so called non-formal education which was introduced by the Government is said to be very successfully carried out in some states. But did the Government really find out whether the learners are interested in reading and writing or becoming aware of the social realities? Even if people are socially aware how will they tackle the Patwari, the Tahsildars, the BDO and the Co-operative Inspector who are linked so closely in the exploitation chain. The system for loans, for ration cards, for taking possession of land given to the scheduled castes etc., is so cumbersome that a poor man with his social awareness still has to be dependent on the local government officials for every blessed thing that can give him dignity and security. In the name of accountability, the heavy presence of government has literally sapped all community initiative. The very idea of the rural poor's participation in the rural development is a threat to grass-root government functionaries. That is why a Co-operative Inspector can syphon thousands of rupees that belongs to the public. A revenue official can distribute disputed land to his friend from the moneyed class and dupe the poor.

Conclusion

In conclusion, I must put for an earnest plea to activist friends all over the country to intensify the mass education programmes among the rural workers and peasants with whom they work, and follow systematically a transformational pedagogy which will ultimately shape the destiny of our silent masses sooner or later.

TOWARDS EDUCATION FOR ALL IN NEPAL BY THE YEAR 2000*

SHIVRAJ LOHANI

Background

A review of achievements made by Nepal in literacy over the last decades reveals that while literacy among the population six years of age and older was a mere 2 percent in 1951, this figure reached at 40 percent in 1991. The literacy rate among women currently stands at 25 percent which represents a marked improvement over 0.7 percent female literacy rate in 1952-54. However, compared to the overall male literacy rate of 55 percent at present, the female literacy rate is still very low. Literacy among women, 15 years or older, is even lower. Similarly the literacy rates in rural and urban areas show the rural areas in great disadvantage.

Nepal has formulated the national objective of providing basic education for all by the year 2000 A.D. To fulfil this objective, a national goal is set to increase the literacy rate from the existing 40 percent to 67 percent. In order to realize this goal, the Non-formal Education (NFE) Programme faces the task of transforming more than five million illiterates into the light of literacy. For this the Non-formal Education Programme needs to develop a mechanism so that its Adult Education (for 15-45 year age group) and Education for Out-of School Children (for 8-14 year age group) could be made effective, comprehensive and available to target groups. Under the new organizational structure of the Ministry of Education, Culture and Social Welfare, the agencies designated to act as medium from the central to district level, in facilitating the effective implementation of the NFE Programme among the target, the central to district level, in facilitating the effective implementation of the NFE Programme among the target group are: Non-formal Education Division (Curriculum Development Centre), Non-formal Education Section (Ministry of Education, Culture and Social Welfare). Similarly, the participation of other governmental and non-governmental agencies becomes important in order to expand and effectively implement the literacy programmes. In this context, literacy programmes should be conducted in coordinated manner by His Majesty's Government as well as national and international non government organizations (NGOs/INGOs) both as regular programme and in campaign forms.

Since 1992, the Ministry of Education, Culture and Social Welfare has adopted the policy of cluster approach to literacy focusing on rural level programmes thereby eliminating illiteracy within a time frame in the given area and expanding the programme systematically to other areas of the district instead of distributing literacy programme quotas in various parts of a district. Under the new strategy, literacy programme is initiated in a ward or village and thereby eliminating illiteracy in all villages/towns gradually. Active cooperation and participation is sought from different NGOs, social organizations, government agencies, social workers and politicial cadres in the process.

National Council for Non-Formal Education (NCNFE)

Under the Education Regulations 1992, a National Council for Non-Formal Education (NCNFE) has been constituted in order to formulate policies, co-ordinate programmes, carry out follow up activities and supervision of non formal education. The

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* **Submitted by the National Council for Non-formal Education, Ministry of Education, Culture and Social Welfare, Nepal.**

Council is chaired by the Minister of Education, Culture and Social Welfare with representation from various ministries as well as other organizations. The main functions, duties and rights of the Council are :

a) Formulate long term and short term policies on NFE and carry out necessary arrangement for their implementation.

b) Determine the goals for NFE and coordinate between the programmes and resources.

c) Formulate policies and programmes on national literacy campaign and provide policy level directives to their implementation, explore financial resources, develop legal and organizational support and set up monitoring and evaluation system.

d) Develop post-literacy programmes and strengthen their implementation in order to prevent relapse into illiteracy of newly literate adults and adolescents, help them bring into daily use skills learned and enable them to acquire new additional knowledge and skills.

e) Provide necessary assistance and encouragement to NFE programmes organized by government and Non-governmental organizations in achieving their set targets.

f) Establish coordination among national and international agencies/organizations engaged in non-formal education and take necessary measures to eliminate duplication in their programmes.

g) Propagate the need of non-formal education at the local levels and coordinate the utilization of human and financial resources at the local level made available by private sector, NGOs and other community organizations and groups.

h) Ensure the provision of all kinds of technical manpower, learning materials and other supplies as necessary for the non-formal education.

i) Introduce necessary measures to determine standard criteria for entry from formal to non-formal education and vice versa.

j) Formulate policies on preparing curriculum for NFE, writing and producing text books and their distribution.

k) Mobilize financial assistance from various national and international donors to set-up and operate Central Fund for the Development of NFE.

l) Organize discussion and consultation meetings among donor organizations to mobilize financial resources for the Central Fund.

m) Formulate programmes for NFE and seek budgetary provision for the same.

n) Provide necessary assistance and directive to district NFE development committees.

o) Carry out other necessary activities for the development and expansion of NFE.

District Committee for Development of NFE (DCDNFE)

District Committee for Development of Non-formal Education will be formed including representation from various government and non-governmental organizations engaged in NFE programmes in the manner stated below. This committee will formulate, implement, supervise, coordinate and monitor NFE programme at the district level within the direction of the Council.

a) President of the District Development Committee (DDC) - Chairman

b) Vice-President of CDO - Member

c) Chief District Officer (CDO) - Member

d) NGO representatives engaged in non-formal education programme in the district not exceeding three persons - Member

e) Local Development Officer (LDO) - Member

f) Chief of District Agriculture Development Bank - Member

g) Chief of Women Development Section - Member

h) Chief of District Public Health Office - Member

i) One educationist committed to the development of education in the district (nominated by DDC) - Member

j) Non-formal education coordinator of D. E. office - Member

k) Two headmasters from schools (Nominated by DEO) - Member

l) District Education Officer (DEO) - Member Secretary

The nominees from among the NGOs and school headmasters shall include at least one woman. The National Council for Non-formal Education has specified the following as functions, duties and rights of the District Committee for the Development of NFE :

(a) Formulate district level literacy and post-literacy programmes and arrange necessary measures for their implementation.

(b) Prepare annual work plan in accordance with the district level programme and mobilize resources at the local level along with tapping assistance from the Ministry of Education, culture and Social Welfare and various government and non-government organizations/agencies.

(c) Ensure human, physical and financial means and resources for the district level literacy programme.

(d) Determine working procedures for literacy programmes in the district within the purview of policies and programmes formulated by the National Council for Non-formal Education.

(e) Execute the policies and directives of the National Council for Non-formal Education in the district.

(f) Coordinate among the various government and non-government agencies/organizations engaged in district level non-formal education programme.

(g) Identify potential Village Development Committees (VDCs), Municipalities on the basis of district level plans and arrange necessary survey work to determine the number of illiterate population.

(h) Collect progress report on district non-formal education programme including family education profile and forward the report regularly to the council.

(i) Organize district orientation on non-formal education programme as well as conduct training for trainers, supervisors and facilitators.

(j) Propagate the significance and working procedures of literacy programme among the people using the media of mass communication.

(k) Organize literacy campaign committees at village/ward levels and provide necessary assistance and directives to implement literacy programmes.

(l) Arrange the timely supply of necessary learning materials and other educational aids to the non-formal education centres for the programmes fixed for the district.

(m) Carry out management operation and auditing of the District Fund for the Development of Non-Formal Education.

(n) Organize supervision, monitoring and evaluation of non-formal education programmes implemented in the district.

(o) If certain capable NGOs express interest to conduct literacy programme in some VDC/Municipality areas for a definite period of time with a view to eliminate illiteracy in those areas, provide approval to such programmes and offer necessary financial and technical assistance to them.

(p) Constitute sub-committees as necessary in order to coordinate among NGOs, carry out supervision and monitoring of the literacy programmes.

(q) Carry out other works related to non-formal education in the district.

Regional Directorate of Education, Non-Formal Education Unit

Under the new organization structure of the Municipality, a separate non-formal education unit has been set up within the directorate of education. This unit is responsible for the training of trainers, supervision, monitoring and evaluation of district level programmes.

District Education Office (DEO), Non Formal Education Unit

The new organization structure of the Ministry has created the non-formal education unit within the DEOs and a coordinator's post is created to oversee the programme. This District Education Officer is designated to be the Member-Secretary of the District Non-formal Education Committee. This unit is responsible for the following tasks :

(a) Provide necessary assistance to Village Literacy Campaign Committees (VLCC) to prepare the roster of illiterate persons.

(b) Provide direction to VLCCs to select non-formal education centres and supporting personnel.

(c) Arrange selection, training and supervision of local supervisors.

(d) Assist VLCCs to organize training for facilitators and supervisors according to the directives of the council.

(e) Arrange regular monitoring of the literacy classes.

(f) Collect and forward three progress reports of non-formal education programme to the National Council for Non-formal Education of which the first should be within a month of the start of the classes, the second should cover the mid-term of the programme and the third within a month after the completion of the programme.

(g) Coordinate between the National Council and District Committee for the Development of Non-Formal Education and between District Committee and Village Literacy Campaign Committees.

(h) Maintain records and documentation of non-formal education classes conducted by government and non-governmental agencies and establish coordination and consultation among them.

(i) Report to the District Committee for the development of non-formal education on the problems, if any, observed during supervision of the non-formal classes and initiate necessary measures to correct the problems as directed by the committee.

(j) Conduct tests at the end of the scheduled classes with the assistance of local supervisors.

(k) Arrange the start of the non-formal education classes by the first day of December in all districts except those in the Himalayan region.

(l) Serve as secretariat to the District Committee for the Development of Non-formal Education.

(m) Carry out other activities on non-formal education as directed by the National Council for NFE, Non-Formal Education Section and District Committee for the Development of Non-Formal Education.

Village Literacy Campaign Committee (VLCC)

A village literacy campaign committee has been formed to implement NFE programme at village level under the chairmanship of the village development committee chairman. The local supervisor is the member secretary of the committee. He/She will be responsible for supervising ten to fifteen literacy classes twice a month regularly. Before starting the class he/she will have to find the number of illiterates in the village locality and should fill up the household survey form. The major role of this committee is to make village level plan and to implement NFE classes at village level. This committee may form ward literacy campaign committee and class management committee as needed.

Ward Literacy Campaign Committee (WLCC)

In order to run the NFE programme at the selected wards regularly and systematically a ward literacy campaign committee is formed under the chairmanship of ward member.

Class Management Committee

The Ward Literacy Campaign Committee may form a class Management Committee under the chairmanship of VDC ward member or his/her nominee. The responsibility of this committee is to select a suitable and accessible site for all the participants to conduct the classes, to encourage the illiterates to join the literacy classes and to solve the class related problems.

Major Activities of Non-Formal Education

Training

a. A twelve day trainers training is carried out by Regional Directorate NFE unit with the support of NFE council. In 1993/94, 117 trainers were trained. These trainers are responsible for organising training of facilitators and supervisors at the district level.

b. A nine day facilitators and five day supervisors training were organised in all the districts.

Materials Development/Provision of Learning Materials

The required NFE materials both for trainers and facilitators are developed and revised by the Ministry and National Council for Non-formal Education. The following NFE materials have been prescribed for conducting NFE classes.

a. Materials for adult literacy (Basic level)
   For participants - Naya Goreto (First and Second steps), 1993
   For class room use
   - Poster for discussion
   - alphabet charts
   - packets for learning games

   For facilitators

- Facilitators guide book

b. For out of school children's literacy
For participants
- Naulo Bihan (part I & II)
For Facilitators
- Facilitators training manual

Monitoring and Evaluation

The monitoring and evaluation plays important role in running the literacy programme effectively. The baseline survey is being conducted in the initial stage of the programme. As the illiterate population is identified, the plan for literacy classes is formulated. To make a regular supervision, the local supervisors are recruited and trained in the district headquarters. The local supervisors visit the literacy class at least twice a month. The facilitators are supported on the technical as well as management aspect by local supervisors.

For the periodic class observation by the district, regional and centre level staff provide feedback to run the programme more effectively. The discussion with local leaders, community workers and the participants also helps to overcome the problems. The evaluation of NFE classes is carried out both by local supervisors and facilitators. To evaluate the literacy achievement of the participants, achievement tests are administered after three months and six months. The summative evaluation is carried out after six months progress cycle. Likewise for out of school programme, also the formative evaluation is carried out after four and half months and nine months respectively. The summative evaluation is carried out after nine months progress cycle. Three types of achievement tests have been developed by NFE council.

Policy of Clustering Programme

In view of the fact that integrated programmes are less expensive and more effective while distribution of scarce resources all over the district has proved rather wasteful, clustering approach to literacy expansion has been adopted under which literacy programmes are launched in certain areas of VDCs/Municipalities with a view to eliminate illiteracy in those areas within fixed time frame and thereby expanding the literacy programmes systematically in other areas of the district.

Payment by Result System

(a) Under this system, the facilitator will receive certain amount per successful literate at the completion of the classes. However, at the mid-term of the scheduled classes, District Education Officer will assign a person to prepare a supervision report on the basis of which 40 percent of payment would be made taking into account the total number of regular participants.

(b) At the completion of six months of adult literacy classes and nine months of children literacy classes, the literacy class supervisor with the assistance of Non-Formal Education Coordinator will conduct a test and evaluation using standard test materials or specimen questions.

(c) If the facilitator is found to have given additional time with diligent work in conducting his/her classes, evaluation tests can be given after four months for adult classes and six months for the children classes at the request of the facilitator.

(d) A three months period can be extended with the approval of DEO for those participants who could not pass the literacy test at the end of the regular classes.

(e) The participants, who fail to qualify as literate even in the retest can be given additional extension at the discretion of DEO but such extension cannot exceed more than one year from the start of the classes.

(f) The Non-Formal Education Section shall provide question papers necessary for evaluation to teach the classes.

(g) The DEO with the consultation of the coordinator shall evaluate the answer books of the participants, moderate them and publish the results.

Policy to Encourage Other Government & Non-Governmental Agencies

(a) Any government and non-governmental organization/agency can conduct literacy programme with the approval of the District Committee for the Development of Non-Formal Education strictly adhering to the procedures stated in this guidebook.

(b) Any organization/agency interested in conducting literacy programme in a campaign form in a certain area with a view to eliminate illiteracy within a fixed time frame as prescribed in this guidebook will be provided the following facilities as incentive.

(c) The District Committee may monitor and supervise the literacy programmes being conducted by other government agencies and NGOs may also be tested through District Committee for final Evaluation.

(e) The agencies/organizations conducting literacy programme in the campaign form with a view to eliminate illiteracy from well-defined areas to VDCs/Municipalities with the approval of District Committee for the Development of Non-formal Education may form separate VLCC and Class Management Committee. However, the chairman of such committees must be VDC chairman/VDC ward member or other person designated by them.

(f) In the VDCs where there is no literacy programme being implemented by any agency, the interested organizations may directly launch literacy programmes utilizing their own and local resources while informing the District Committee and securing concurrence from respective VDCs.

(g) If necessary the District Committee for the Development of Non-formal Education can form separate sub-committee comprising NGOs and INGOs to coordinate the programmes at local level.

Priority

(a) Priority should be given to programmes directed to the benefits of women and underprivileged people in rural areas.

(b) Priority should also be given to illiterate members of Female Community Health Volunteer and mother's club in the VCCs/Municipalities where literacy programmes are introduced.

Mobilization of Financial Resources

(a) The District Committee for the Development of Non-formal Education should prepare annual programme in conformity with district literacy plan of action along with estimate for the budget which must be submitted to the Non-formal Education Section, Ministry of Education, Culture and Social Welfare as well as to the National Council for Non-Formal Education by mid April each year.

(b) The Ministry shall allocate budget to the district level non-formal education programmes on the basis of the plan of action. The District Committee shall be notified of the decision.

(c) The fund made available by the Ministry of Education, Culture and Social Welfare as well as contributions from other government agencies, NGOs and individual donors will be maintained in the District Literacy Fund.

(d) The District Committee for the Development of Non-formal Education, guided by the policy that scarce available resources must be carefully used to make as many people literate as possible, will allocate the expenditure, approve the programmes and implement them.

(e) The District Committee for the Development of Non-Formal Education shall encourage and give support to other agencies/organizations to take up literacy programme in selected areas of VDCs/Municipalities. The priority of such incentives will be as follows :

- First priority will be given to those organizations/agencies who are interested to launch the programmes with their own resources if they gain access to training for facilitators and learning materials.
- Second priority will be given to those organizations/agencies who are interested to launch the programmes with their own resources if they gain access to training for facilitators, learning materials and partial financial assistance.
- Third priority will be given to those organizations/agencies who are capable of undertaking the programmes effectively if they are provided with full financial support for the salaries of the facilitators and stationeries as well as access to training and learning materials.
- Literacy classes will be undertaken through DEO only when the above conditions cannot be met.

(f) When literacy programmes are launched by VDC/Municipalities and other agencies/organizations under the initiative of the District Committee for the Development of Non-formal Education partial or full financial grant in support of the salary of facilitators and stationeries will be provided to the respective organizations.

Major Constraints in Managements (M) and Evaluation (E) of NFE

There are some constraints which are to be considered in order to launch the programme effectively. Such as -

(a) Lack of enough resources for M and E : The limited human and financial resources is always constraint for effective monitoring and evaluation system. Provision of adequate fund for regular supervision, monitoring and evaluation yet to be arranged. Fund provided for monitoring and follow-up is not enough. The periodic research and evaluation is also equally important but no money is allocated for such type of evaluation. As a result the activities such as baseline survey, the supervision system and the programme evaluation has not been effective.

(b) Lack of logistic support system : To develop and prepare questionnaire, progress reports and other reports, the use of computer and other equipment is essential, but due to the lack of such equipment it has been difficult to deliver services promptly and effectively to the extent required.

(c) Lack of sense of responsibility by local community and committee members: Even though the programme implementation responsibility in the local level is decentralized to local community, the sense of responsibility among them is yet to be developed through orientation and awareness programme. For this fund and expertise are both to be arranged.

LITERACY SITUATION IN PAKISTAN

ABDUL GHAFOOR

At present Pakistan is estimated to have a population of about 112 million with an annual population growth rate of about 3.0%. The population is unevenly distributed among various provinces. In terms of population the Punjab is the biggest province having about 56.1% of the country's population. In terms of area, Baluchistan is the biggest province (about 43.6% of the country), but has only 5.1% of the country's population.

Policy Statement on Literacy

Illiteracy is one of the major problems of Pakistan. Present literacy rate (1992) of the country is estimated as 35.8%. Participation rate of primary education is also very low while drop-out rate is very high. It is estimated that 40% children do not enrol in the primary schools and 50% of those enrolled drop-out before completing primary education. So only reliance on the primary education will not solve the problem. Two pronged strategy, i.e., expansion of primary education and promotion of literacy and continuing education programme is necessary to achieve the results. Pakistan is determined to carry out literacy and continuing education programmes for the following reasons :

a) Eradication of illiteracy from the country within shortest possible time is the constitutional responsibility of the state (Article 37(b) of the Constitution of Pakistan).

b) Being signatory of international convention, Pakistan is determined to raise literacy rate of the country. According to Education Policy 1992, Pakistan is committed to raise the literacy rate upto 70% by the year 2000 A.D.

c) According to the policy, the Government intends to make literacy a legal requirement for adult citizens of Pakistan. (In first instance, Literacy Act has been promulgated in District of Islamabad w.e.f. 1st January 1993). According to this Act illiterate persons will not be recruited in Federal Government, semi-government and autonomous bodies. The driving licence, passport (except for Haj) and permits will only be issued to literate persons. This enjoins upon the Government to make available non-formal learning facilities to adult illiterates.

Goals and Objectives of Literacy Programmes

a) Specific

i) Enable the target population to read with understanding in the national or regional languages and learn basic arithmetic operation.

ii) Enable the target population individually and as well as group level, to learn Islamic values, appreciation of history and culture, acquisition of necessary production skills, promotion of community and environmental learning.

b) General

The general Objectives of the literacy programmes/plans are as under :

i) to raise the literacy rate upto 70% by 2000 through literacy and non-formal education programme.

ii) to mobilize local community and NGOs to participate in literacy drive.

iii) to motivate both illiterates and literate population for their participation in literacy programmes.

iv) to increase the participation of the rural illiterates/neo-literate, particularly women in socio-economic uplift of life.

v) to remove disparity among rural/urban areas and male/female by introducing literacy and non-formal education programmes.

vi) to increase the productivity of the participants and increase growth rate of the country.

vii) to provide training facilities for the literacy operators and establish a resource centre for the technical guidance of NGOs.

viii) to develop the literacy material (motivational, follow up, instructional) for the participants.

Organizational Structure for National, Provincial and Local Level

Structure of organization and management of literacy and continuing education programme is as under :

i) At national level there is Federal Agency, namely National Education and Training Commission (NETCOM) (previously known as Literacy and Mass Education Commission) which deals with the policy making, planning, motivation and resource mobilization programmes with International Agencies, and coordination of programmes at the national level.

ii) At provincial level different government agencies/departments are dealing with the literacy and continuing education programmes.

- NWFP : Education Department
- Sind : Education Department.
- Punjab : Social Services Board in collaboration with Local Government and Rural Development.
- Baluchistan : Social Welfare Department.

The government agencies at provincial level secure and distribute funds and coordinate implementation and training of the programmes with the various agencies/departments. Literacy project being implemented in different provinces was formulated in collaboration with NETCOM. It is being implemented through NGOs in selected areas of Pakistan.

iii) At the implementation level there are Project Directors (of the government agencies) which coordinate the activities of the government organizations and Non-government Organizations involved in the project. Each NGO uses its own methodology to run the programmes. However, they give monthly reports to the coordination/monitoring agencies. Monitoring/Coordination agencies also visit the literacy centres.

iv) At the grass root level, there are literacy centres established in formal schools or private building in the evening or the time suitable for the community. These are run by part-time teachers who teach for two hours daily and six-days in a week. There is a supervisor for 10 or more centres.

v) Public participation is ensured at field operational level. At local level education committee/village organization has been formed for motivation, supervision and solving the local problems. Meetings of the teachers and supervisors are arranged to exchange views and share experiences of each other.

There are monthly meetings of the NGOs at Markaz level/Project area level, and coordinating agencies at national level.

vi) Motivational campaigns are also launched through print and electronic media. Conventions of local change agents (Counsellors, Imams, Masques, formal school teachers) are arranged at project area level.

For proper organisation and management of literacy programmes a Ten Years National Literacy Plan (1990-2000) was prepared and suggested following infrastructure :

National Machinery

National Education and Training Commission (NETCOM) would be a focal point, responsible to coordinate the literacy programmes at national level. It will inter-alia have following functions :

i) Oversee the implementation of National Literacy Plan as targetted for each executing agency.

ii) Mobilize resources, financial and technical, for reinforcement and strengthening of implementation machinery.

iii) Help in staff development required for policy planning, project development, management, implementation, monitoring and evaluation.

iv) Help in locating un-served areas. Assess management, financial and technical capabilities of each area. Bifurcation of NLP targets for each area to be achieved during the 10 years period through formal and non-formal system. Monitoring NLP implementation regularly.

v) Engage experts in the field of literacy to identify areas for research studies.

vi) Take policy decisions and adopt measures for their implementation.

vii) Locate and obtain resources for the training of professional and administrative staff.

viii) Vigorously persuade all relevant agencies to help eradicate illiteracy from the country on war footing basis.

ix) To help promote social mobilisation and advocacy for implementation of national literacy plan.

x) Formulation of legislative agenda to initiate the bills, to ensure implementation of policy and programmes of National Literacy Plan.

xi) Arrange for securing of funds for the national and regional programmes and projects in collaboration with relevant agencies.

xii) To undertake resource management including the disbursement of funds coming from different sources where necessary.

xiii) To coordinate the process of plan, update and review project development and policy formulation.

To carry out its functions, NETCOM will have a Secretariat with following organizational set up :

i) Directorate of Planning, Research and Training.
ii) Directorate of Management and Implementation with following two sections :

a) Monitoring and Evaluation.
b) Social Mobilization and Advocacy.

iii) Directorate of Establishment and Administration.

A National Training Institute at national level will also be established to work as National Resource Centre for the Training and Curriculum Development.

Provincial Machinery

NETCOM will be flanked by Provincial Literacy Councils. The Provincial Literacy Councils will have their sub-offices at divisional and district levels. The literacy programme will be institutionalised on strong footing and will be re-inforced through all available sources. The efforts of Education, Social Welfare and Local Government Departments will be coordinated by provincial council. The task assigned to various agencies will be relevant to their expertise and area of influence. The functions of provincial council will be :

i) Keep vigilance on the timely achievement of targets set for formal and non-formal systems for each division/district.

ii) Review/monitor timely preparation and implementation of literacy programmes and projects required by various areas/groups.

iii) Improve the management and financial capabilities of various institutions involved in the implementation of literacy programme.

iv) Distribution of targets for each division/district for formal and non-formal system with breakdown of male, female and rural, urban. Assessment for resource capability of each administrative unit and make arrangements for the shortfalls.

v) Undertake social mobilization and advocacy to make the literacy programme demand-oriented rather than supply-oriented.

vi) Arrange training of master trainers, managers and literacy teachers.

There would be Training Institutes of Literacy and Non-Formal Education in each province which will work as professional arm of the Provincial Literacy Councils.

Project Implementation Unit

Regional and sub-regional technical secretariat will coordinate the provincial literacy programmes. Actual implementation of programmes and projects will be undertaken by project implementing unit. These units will be set up by the active government and non-government agencies at different levels. The Provincial/Divisional Secretariat will coordinate with the project management unit.

Literacy Situation in Pakistan

The literacy rates in Pakistan are calculated for population in the age-group 10 and above. The country is presently estimated to have a literacy rate of about 35.6% only. Illiteracy is more pronounced in rural areas and especially amongst rural females.

Illiterate Population

In absolute terms, the number of adult illiterates aged 10+ in the country are estimated to be about 57 million. Over 1.0 million people join the ranks of illiterates every year.

Major Causes of Low Literacy Rates in Pakistan

Some of the major causes of low literacy rates in the country are as follows:

a. Inadequacy of the Primary Education System.

Failure of the primary education system to accommodate and retain all the primary school age group children in schools is the root cause of high illiteracy rate in this country. Universalization of primary education would stop the additions to the ranks of illiterate population. Different education policies announced by the government from time to time fixed various time frames for the universalization of primary education. For instance, the Education Policy of 1972-80 fixed 1979 as the target date of achieving universalization for boys. For girls, the target date was 1984. Even today, the achievement of universalization of primary education remains a dream. It is estimated that only 63% of the primary school age children are at present enrolled in schools and about 50% of these dropout before completing primary education.

b. High Population Growth Rate

The population of Pakistan is increasing at a rate of 3.1% per annum. This fast population growth rate neutralizes the efforts of the government for expansion of education facilities. In relative terms as a result of fast population growth rate, the number of illiterate population is increasing every year.

c. Poverty

Poverty is also one of the factors for low participation rates in schools. Poor parents cannot afford to send their children to private schools. In government run schools although nominal fees are charged, nevertheless, expenditure on uniforms and books is beyond the reach of some of the parents. Thus poor parents do not avail of facilities either offered by private schools or provided by government sponsored institutions. Instead of sending their children to schools, they put them to work to supplement family income.

d. Social Attitudes/Norms/specially for female education

Some of the parents do not like to spend any money on their daughters' education. According to them, when girls grow up, they get married and join other families. They consider any expenditure on girls' education as a waste.

e. Low Priority Attached to Literacy Programmes.

Education does not receive the priority it deserves in terms of financial allocations. Pakistan is spending only 2.2% of its GNP on education as against 5.6% spent by many other South Asian countries. In education sector, literacy programmes receive still lower priority. Thus no break through in the promotion of literacy is possible unless adequate funds are provided for the same.

f. Lack of Motivation

Literacy has not yet been recognised as a felt need in this country. To attract people for literacy programmes a massive motivation campaign for both literate and illiterate population needs to be launched. Further, unless some incentives or compulsions are provided, the literacy programmes cannot yield the desired results.

Primary Education and Literacy

There is no doubt that only a firm base of primary education can ensure a lasting maximum rate of literacy in the country. However, if one were to take only the primary education route, the increase in literacy percentage will remain slow and it will

take many decades to reduce the level of illiteracy significantly. Further, the recognized age-group for primary schooling is 5-9 years. In case there is no literacy programme, children who cross the age of primary education and do not get the opportunity to get admission in primary schools, will remain illiterate throughout their life. The literacy programmes, therefore, should be supported and strengthened to supplement primary education in countries like Pakistan which has a huge backlog of adult illiterates.

Efficiency of Primary Education System - (In Millions)

S No	Indicators	Total	Male	Female
1	Population aged between 5-9 (1991-92) [Estimated]	17.359	8.301	8.558
2	Total enrolments in Primary Schools. Classes I to V (1991-92) [Estimated]	11.536	7.324	4.212
3	Participation Rate (1991-92) [Estimated]	66.46	83.2	43.2
4	Drop-out rate [Estimated]	49%	48%	50%

Problems in the Universalization of Primary Education

Univesalization of Primary Education cannot be achieved, until :

1) Physical facilities in terms of school buildings, furniture and equipment are provided for every child in the country. This in turn demands allocation of more funds for primary education.

ii) A well-motivated force of teachers is recruited.

iii) Training arrangements for teachers are made.

iv) Primary education is made more interesting, relevant and useful so as to stop drop-outs.

v) Parents are forced to send their children to schools.

vi) Majority of people who live in rural areas are relieved of the economic distress.

vii) Social and cultural inhibitions are overcome.

viii) The increase in enrolment at the primary level will in turn increase the demand for secondary education. To reduce pressure on secondary education, appropriate diversifications shall have to be provided.

Programmes and Strategies for the Promotion of Literacy

Past Effort for Promotion of Literacy

The efforts made in the past for the promotion of literacy in Pakistan could not make a break through because of the following:

i) Programmes were inadequately financed.

ii) Those were generally run as pilot projects and terminated abruptly without giving a fair trial.

iii) Political support and provision of proper institutional structures for the management and monitoring of the adult literacy projects were lacking.

Some of the efforts made in this connection are listed below:

a. A Committee on Adult Education was constituted immediately after the country gained its independence in 1947. Lack of proper textual material, un-identifica-

tion of strategies and non-specification of target population were the major weaknesses of the programme.

b. The first organized attempt for promotion of adult literacy was the institution of Village Agricultural and Industrial Development (V-Aid) programme in 1954. Since the entire programme was funded through foreign assistance, it came to an end abruptly after the foreign assistance was terminated.

c. Adult Education was made a part of the Government's Education Policy of 1972 - 80. However, funds provided were inadequate. Further, the policy provided for compulsory national education service by the students, which could not be implemented. Nevertheless, some useful literacy programmes were initiated by the non-governmental organizations, Pakistan Television Corporation; and by the Local Government Department under the Integrated Rural Development Programme.

d. Literacy and Mass Education Commission was established in 1981 under the National Education Policy of 1979. However, the Commission remained dormant till 1983, after which it started some useful programmes, such as preparation of literacy materials, establishment of adult literacy centres and use of Mass Media (TV) for literacy programmes.

Some major, useful and effective programmes launched by the former Literacy and Mass Education Commission for the promotion of literacy were as under:

President's 10 Points Programme for the Promotion of Literacy

The President of Pakistan announced in 1983 a 10 points programme for the promotion of literacy in the country. The activities under the 10 points included literacy drives by students, teachers, Armed Forces and other welfare agencies; provision of some incentives and compulsions; and literacy classes in government offices.

National Literacy Programme (1984-86)

National Literacy Programme (NLP) Project envisaged to make 2.2 million persons literate over period of two years at an estimated cost of 317.016 million. It has two components, i.e. National Programme and District Programmes.

a) National Level Programmes

National level aimed to involve the other agencies for the establishment and monitoring of the literacy centres. Igra literacy centres were established in jails, nationalised and other industrial units on voluntary basis by the agencies concerned. LAMEC (NETCOM) was to provide honoraria of Rs. 250/= p.m. to the literacy instructor and literacy material free of cost while the agencies were responsible for the supervision of the project. Under this programme the literacy centres were established in almost all the jails of Punjab, Sind, Baluchistan and AJ&K. NGOs included Boy Scouts, Girl Guides, APWA and PAFWA who were already working in the field of literacy. LAMEC (NETCOM) offered literacy material and Rs. 250/ =p.m. honoraria to the teachers. Agencies could not be attracted much as the payment of honoraria was made directly to the teachers and literacy material to the learners. Agencies did not have any involvement or benefit in this programme. Except for APWA no literacy centres were established under the NGOs programme.

Social welfare agencies were also requested to establish literacy centres for which LAMEC (NETCOM) offered honoraria to the teachers and literacy primers. In Punjab Social Welfare Department was also involved to implement the project. However, under National Programme 4549 literacy centres were functioning during the month of May 1986 in which 84166 learners were participating. Upto 1986 2058 learners were declared literate under this programme.

National Literacy Programme also included "Student Literacy Drive" project. "Student Literacy Drive" was started on "each one teach one" basis. LAMEC (NETCOM) provided literacy material to students on payment. Under this programme education departments were requested to appoint the literacy organisers in their institutions from the academic staff and registered the students who wanted to participate in this programme. A student was supposed to make a person literate during vacation. On the request of LAMEC (NETCOM) almost all boards and universities except Punjab and Karachi Universities made compulsory for a student to make a person literate before getting a degree or certificate. Under this 116775 students of schools, colleges and universities imparted literacy during first "Summer Literacy Drive" in 1984. Later on 40429 students took part in the drive. This scheme was not considered successful due to lack of motivation among the students and lack of supervisory and monitoring system. To look after the National Level Programmes of NLP, District Literacy Organisers were appointed in districts on the honoraria of Rs. 500/=p.m. In NWFP, Baluchistan and Sind District Education Officers while in Punjab the Assistant Directors, Social Welfare Department were nominated as District Literacy Officers. The programme at national level could not be much successful due to lack of supervision and monitoring and less interest of agencies as there was no proper institutional structure to monitor and supervise the programme.

b) District Level Programme

The district level programme was implemented in 9 selected districts. This programme envisaged to establish 14290 centres in the first year and 18290 in the second year. Target for each district was 1000 centres.

Under each district programme different segments of society such as teacher, Maulvi, Ex-service men etc. were to be involved for running the literacy class. Face to face method was used in this project. Literacy teacher was appointed on part-time basis who took literacy class for two hours at suitable time for six days in a week. During the six months period about 20 to 30 students were imparted literacy.. The teacher was paid Rs. 250/= p.m. as honoraria.

In each district there was a proper set up for monitoring and supervision of the programme. At district level there was a District Project Manager and officer of BPS-18 with sufficient staff and equipment to enable him to effectively discharge his responsibilities in the district. For every six literacy centres there was a part-time supervisor who was paid Rs. 500/=p.m. as honoraria. There were full time supervisors also in BPS-7 and BPS-11 to monitor the programme.

The plan was approved in September 1985 with an amount of Rs. 60 million for year 1985-86. The target was fixed according to the availability of funds. Regional offices of the Commission at Provincial Level and AJ&K were set up in July 1985. Uptil May 1986, 4712 literacy centres with the enrolment of 99955 were studying under this programme. Monthly 60173 students were made literate uptil May 1986.

The programme had to start its second cycle in the month of July 1986. It was discarded and called off due to change in the policy without carrying out any evaluation.

Igra Pilot Project

An experimental pilot project for the promotion of literacy in the twin districts of Islamabad and Rawalpindi was launched in 1986. Under this project any volunteer who could make one illiterate person literate was given a remuneration of Rs. 1000/-. Necessary safeguards were provided in the project to check any frauds. 18,842

persons were made literate at a cost of Rs. 24.87 million during one year of its implementation.

Nui Roshani Schools Project

Another major programme of Literacy and Mass Education Commission for the promotion of literacy amongst the youth was the establishment of Nai Roshani Schools. In fact the project was the first biggest organised non-formal effort at national level, to fight illiteracy. The programme aimed at providing a second chance to primary school drop-outs and out of school youth, preferably between the age 10-14, to acquire literacy and primary level education. The span of education had been reduced and the 5 years primary course was condensed to 2 years, hence mobilising drop-outs to compensate for their past deficiencies within shortest span of time. About 400,000 students benefitted from this programme. Programme was discontinued abruptly in June, 1989 due to change of the government.

Present Programmes/Projects

At Present, following literacy and non-formal education programmes are being implemented at federal and provincial level:

i) Quranic Literacy for the promotion of female literacy

ii) Eradication of illiteracy from selected areas of Pakistan

iii) Other programmes/Projects

Quranic Literacy for the Promotion of Female Literacy

It is an experimental project for the females being implemented in selected districts, i.e., Islamabad, Rawalpindi, Harripur, Abbottabad and Attock. This project is for those females who have learnt Holy Quran but do not know the reading and writing of Urdu. According to 1981 census, literacy rate among females was 16% but the women who could read Holy Quran and recognize Arabic letters were 41%. The Quranic Literate can be made literate in national language by teaching six additional alphabets. NETCOM has developed a special primer for this purpose. 200 centres are to be established under this programme in which 18,000 females are to be made literate within the period of 18 months. 114 female centres have been established in project area. The programme will be replicated after its completion.

Eradication of Illiteracy from Selected Areas of Pakistan

It is an experimental project being implemented by the provinces in collaboration with NGOs under the guidance of NETCOM. Islamabad District and one Project Area in each province have been selected. Area specific approach is being used in this project. The project is for the period of 15 months which started from June 1992. The programme has 2 cycles. One cycle is of seven months which includes one month for training of teachers, identification of location of literacy centre and registration of learners; 5 months for reading and one month is for examination, evaluation etc. The teacher of literacy centre teaches for two hours daily and is given Rs. 500 to Rs. 700/ = per month as honoraria. Under this programme 3480 face to face and 200 TV centres were to be established. 80% centres are functioning with 8990 volunteers. Boy Scouts and Girl Guides have been involved under "each one teach one" approach. 174,460 persons were expected to be made literate of whom 50% will be female.

Other Programmes/Projects

Some NGOs are working for literacy and adult education besides performing other activities. There are 3 to 4 NGOs which are exclusively working for literacy. UNICEF is funding a small project each in Punjab and Sind, through local NGOs. In Baluchistan

a Literacy Cell has been established under Social Welfare Department which is being financed by UNICEF. This cell is also implementing the project of NETCOM.

Field Implementation Strategies

These is no permanent/regular government structure at Provincial and District level to implement the literacy programmes. Projects are formulated for specific period which have its implementation strategies. Recently a new project known as "Eradication of Illiteracy from Selected Areas of Pakistan", has been formulated for 15 month period. For this project following implementation strategies are being adopted :

a) Maximum involvement of local community and participation of all nation-building departments and extension agencies in the literacy drive.

b) Allocation of specific areas and targets to each participating NGO/Agency.

c) Constitution of project steering committees at Tehsil/District/Project area level, to periodically review the implementation.

d) Decentralization and autonomy to NGOs/Agencies to plan and implement their literacy activities following their own approaches, materials and training styles. Whereas executing agencies (NETCOM) and Provincial Departments also coordinate and monitor the project.

e) Provision of all possible assistance to NGOs/Agencies in the form of finances, material, equipment and administrative support, needed for the successful implementation of literacy programmes.

f) NETCOM and Provincial executing departments monitor the physical progress. Participating agencies are required to regularly forward their progress reports. Utilisation of project funds is controlled and regulated by project steering committees, and executing agencies.

g) Initial grants for preliminary work is released in advance to the participating NGOs/agencies. Whereas recurring expenditure is recouped after assessment by the executing agencies.

Following stages are followed to implement the literacy project:

a) Coordination meeting to finalise the allocation of areas, targets for each agency/ NGO and evolve mechanism for internal coordination, system for the release of grants/funds etc. to the participating agencies and maintenance of accounts and audit etc.

b) Launching of a mass motivation campaign.

c) Field visits by the participating agencies to build rapport with the local community.

d) Formation of Village Education Committees/Village Organizations.

e) Identification and selection of literacy teachers and sites for centres.

f) Training of teachers, supervisors and other field functionaries.

g) Procurement and distribution of literacy material to centres.

h) Commencement of classes.

i) Periodic coordination meetings to review the progress and improve the working in the light of feed back received as a result of formative evaluations.

j) Coordination meeting to finalise the procedure for examinations.

k) Conduct of examinations of 1st cycle, certification and so on.

l) Preparation of reports, diagnosis of the problems experienced, identification of favourable and un-favourable factors.

m) Audit, completion report.

n) Highlighting and disseminating the information regarding achievements and failures for other agencies/individuals active in this field.

Teaching/Learning Strategies and Materials

Training Arrangement for Literacy and Continuing Education Personnel of Different Categories.

At present there does not exist any institute exclusively for training of litercy personnel. Due to which literacy programmes could not make a break through and desired result were not achieved. One of the main reasons for the failure of the programme was the non-existence of professional exp:rtise required for planning, organization and management of literacy programmes. National Education and Training Commission (NETCOM) has proposed to establish an Institute at National level (UNESCO High Level Mission also strongly supported the proposed institute in its report). In the first instance the institute would be established at Islamabad and after gaining of experience in first phase of two years, similar training institutes will be established at provincial level. The institute will have following major objectives:

a) Development of a National Resource Centre.

b) Evolving Methodologies for instruction/evaluation.

c) Development of Literacy Training Manuals for training of literacy teachers, supervisors and area organizers.

d) Organising (long and short) training courses for literacy instructors/master trainers of government and non-government organizations.

e) Preparation of primers and other literacy material (instructional and follow up) in various Pakistani languages.

f) Developing mutually useful working relationship with other similar centres in other countries particularly the countries of South Asia and Pacific Region.

g) Functioning as clearing house of professional information and as a servicing agency in literacy related activities for the provincial as well as non-governmental organizations.

h) To conduct research on various aspects of literacy and continuing education.

At present training arrangements are made as follows:

a) Training of literacy personnel is done by holding short term (one week to fifteen days) training courses/workshops.

b) Training of teachers is done by the Government and non-government organizations by holding one week training course through master trainers.

c) For TV literacy programmes, the teachers are imparted fifteen days training through TV. Video is also used for training of teachers.

d) It has been planned to introduce literacy and continuing education training material in the curriculum of formal education teachers' training courses. So their services can also be utilised as part-time literacy teachers.

Adaptation and Use of ATLP Materials

In order to develop a training package to serve as a model, NETCOM decided to benefit from the ATLP materials by adapting the same in Urdu for use in Pakistan.

Following 7 ATLP books have been adapted and translated to Urdu language :

i) Principles of Curriculum Design for Literacy Training.

ii) Principles of Research Design for Literacy Training.

iii) Manual for Senior Administrators of Literacy Training Programme.

iv) Manual for Supervisor - Resource Development and Training Procedures.

v) Exemplar Training Manual I - Extra Money for the Family.

vi) Evaluating A Literacy Training Programme.

vii) Implementing A Literacy Training Programme.

Teaching, Learning Methodology and Material at Learners Level

Both face to face teaching and mass media (television) is being used for imparting literacy. In face to face technique, teacher is responsible for organising a literacy class two hours daily 6 days a week. 20 to 25 learners are registered for a class. Teacher uses chalk and talk method in the class. He also gives attention to the individuals as different learners are at different stages of learning due to their different knowledge/ attitude and skills. Black board, flash card, flip chart, primers and exercise books are used. Different agencies/organizations have developed their own primers and literacy materials and they are being utilised by them in the different programmes and projects. A number of primers have been developed by different agencies/organizations (Government and Non-Government) by using different approaches/methods of teaching. The materials so developed are by Adult Basic Education Society, Gujranwala, National Education and Training Commission, Islamabad, Punjab Social Services Board, Lahore and Directorate of Literacy and Non-Formal Education, Quetta and Local Government and Rural Development, Lahore, Punjab.

Teachers are trained by the agency concerned in the use of the primers and other materials along with the method/techniques of adult learners. One week duration short-training is given to the teacher.

Tele-lessons have also been prepared and being telecast through T.V. Community viewing centres are also established in the community where a teacher guides the learners along with the tele-lessons. Individual learners are also benefitted from the T.V. Literacy Programmes. Teachers' training for the T.V. Literacy Programmes is also done through Television.

Post-Literacy/Follow-up Material has also been developed by NETCOM and ABES. The materials help the learners to continue habit of reading. The follow-up material contains the knowledge on functional topics which is useful for the learners in their life.

Mass Mobilization

To achieve the objectives of Literacy Programmes and Projects, mass mobilization is very important. It is aimed to sensitize, stimulate, sustain and expand action toward meeting the objectives of the Literacy Programmes. It alerts the traditional and non-traditional educators, social workers and general public for their role in the promotion of literacy and spur them into action. Besides the individuals, it also gets cooperation from the groups, institutions and policy makers.

Various programmes of mobilization for public participation are organised at local level. In the Project of Eradication of Illiteracy from Selected Areas of Pakistan, a number of programmes have been tried out. It includes holding of literacy conventions of the Councillors, Imam, Masques and School Teachers, who are key figures in the rural society. Purpose of these conventions was to secure community support and spread

the message down to the grassroots level. One day Convention of these opinion makers influence the thinking, attitude and reactions of the rural peoples. Literacy Squads of Boy Scouts Association and Girl Guides Association have been organised for the mass mobilisation. Their services are utilised for :

a) Spreading message of literacy.

b) Face to face contact and motivation of illiterate males and females through door to door visits.

c) Motivation of both literates and non-literates through recreational activities like camp fires, assemblies etc.

Use of Quranic Posters and Literacy Stickers in Social Mobilization

Religion occupies an important position in rural life. Injunctions of Islam strongly emphasise the acquisition of knowledge. Colourful posters containing relevant Quranic verses, Hadiths and sayings of great Muslim personalities have been printed. These posters have been pasted/handed/displayed in Mosques, schools, road-sides, rural hotels, hospitals, adult literacy centres and at other central places. Posters already available on universalization of primary education have also been used.

Similarly, stickers containing short messages, slogans were printed and pasted at shops, local transport and at other appropriate places. Attractive and eye-catching badges on literacy have also been prepared and provided to students, volunteers, Boy Scouts and Girl Guides.

Folk and Electronic Media

Traditional folk media like local cultural groups, have been used to reach the masses. Similarly, radio and television programmes have also contributed to raise awareness.

To create awareness, seminars for the policy makers and planners were organised at national and provincial level. The literacy Melas were also organised to mobilise the general public and motivate them to participate in literacy campaign.

There are several Government Agencies such as Agriculture, Forestry, Cooperatives, Public Health etc. working for the betterment of the people living in the rural areas. Their good cooperation reinforces and helps each other's activities. The Agriculture Department has a monthly magazine "Zraat Nama" which provides useful information to the farmers in rural areas. This magazine is also helpful as follow up literacy material. Moreover, it also motivates the learners toward attaining literacy. The Health Department and Population Welfare have also useful information for the farmers and illiterates. The primers being developed for the literacy classes contain useful information on these topics as well.

The Government Departments/Agencies such as Social Welfare and Local Government and Rural Development are directly involved in literacy and adult education. They cooperate with each other in this field as well.

There are a number of NGOs and Social Welfare Agencies working for the betterment of the masses. Their activities also include the literacy and adult education components. Certain NGOs are working exclusively for the promotion of literacy. These NGOs are provided guidance, materials and finances to carry out their activities. In the Project of Eradication of Illiteracy from Selected Areas of Pakistan, some 50 NGOs have been involved to implement the projects at grass-root level.

Strengths and Weaknesses of Implementing Literacy Programmes

The issues hindering the literacy programms, among others, include :

i) Absence of an effective overall policy which clearly defines the operational mechanism for coordination between formal and non-formal education.

ii) Poor quality of technical support, particularly with reference to learning materials and personnel.

iii) Problem of relapse into illiteracy in the absence of continuing education programme.

iv) Inadequate institutional capabilities for planning and management of literacy programmes.

v) Insufficient funding both for formal and non-formal education.

vi) Supply oriented adult literacy programme rather than demand oriented.

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